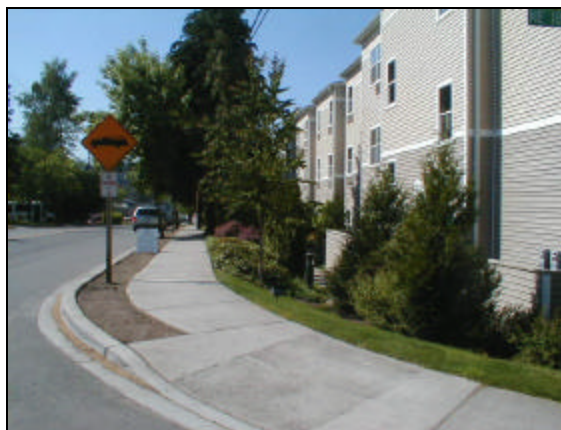




## KENMORE DOWNTOWN PLAN

*April 2003 Final*



### ***Kenmore Comprehensive Plan Vision Statement – Downtown Kenmore***

*A community with an attractive, vital, pedestrian-oriented city center offering commercial, civic, cultural and park spaces, integrated with higher density housing.*



## **ACKNOWLEDGEMENTS**

This Downtown Plan was prepared under the direction and guidance of the Kenmore City Council, Planning Commission, and staff.

### **City Council**

Deborah Chase, Mayor  
Steven Colwell, Deputy Mayor  
Jack Crawford

Tika Esler  
Elodie Morse  
Marcia Schwendiman  
Dick Taylor

### **Planning Commission and Citizen Advisors**

Milton Curtis  
Dennis DePape, Chair  
Mark Eaton  
Marlo Klein  
Rashi Luke  
Dave Maehren

Clyde Merriwether  
Victor Orris  
Rich Schipanski  
Debra Srebnik, Vice Chair  
Jack Stiegler  
Tom Taylor

### **City Staff**

Stephen L. Anderson, City Manager  
Bob Sokol, Community Development Director  
Deborah Bent, Senior Planner

Emilie Kalich, Associate Planner  
Nancy Meehan, Administrative Assistant  
Doug Farnen, Finance Director  
Michael Kenyon, City Attorney (Contract)

### **Consulting Team**

Jones & Stokes  
Arai/Jackson Architects & Planners  
Property Counselors  
Bucher, Willis & Ratliff Corporation



**CITY OF KENMORE  
WASHINGTON**

**ORDINANCE NO. 03-0174**

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**AN ORDINANCE OF THE CITY OF KENMORE,  
WASHINGTON, ADOPTING THE KENMORE  
DOWNTOWN PLAN; PROVIDING FOR SEVERABILITY;  
AND ESTABLISHING AN EFFECTIVE DATE**

WHEREAS, the City of Kenmore adopted a Comprehensive Plan in accordance with the provisions of the Washington State Growth Management Act in March 2001; and

WHEREAS, the Comprehensive Plan includes a Vision Statement that describes the desired future for the community in the year 2020; and

WHEREAS, the Vision Statement notes that in 2020 Kenmore is seen as "a community with an attractive, vital, pedestrian-oriented city center offering commercial, civic cultural and park spaces, integrated with higher density housing;" and

WHEREAS, the Comprehensive Plan includes a series of Downtown Sub-Element Goals, Objectives and Policies; and

WHEREAS, the Comprehensive Plan calls for the preparation of a detailed Downtown Plan in policies and implementation strategies; and

WHEREAS, the City Council approved a Scope of Work for the preparation of a detailed Downtown Plan through contract 02-C196; and

WHEREAS, the City Council appointed a Planning Commission composed of Kenmore residents at its June 11, 2001 regular meeting, and the Commission was created in part to work on the Downtown Master Plan and facilitate a public involvement program; and

WHEREAS, through a Planning Commission evaluation process between Fall 2001 and Winter 2003, including four public open houses and hearings, four business open houses or forums, two developer forums, and more than 24 Planning Commission meetings, over 300 community members participated; and

WHEREAS, from February through April 2003, the City Council has provided for eight study sessions, as well as a public hearing, a walk around Downtown with business owners, and focused study sessions and discussions with business leaders, in addition to the Planning Commission process; and

WHEREAS, drafts of the Downtown Plan were made available to the public in July 2002 and January 2003; notices of potential zoning changes, and notices of public meetings and hearings were prepared and distributed at appropriate points; and public comments were considered as a Final Downtown Plan was prepared; and

WHEREAS, environmental review was conducted in accordance with the State Environmental Policy Act in April 2003, making use of extensive environmental information contained in the March 2001 Kenmore Final Integrated Comprehensive Plan and EIS; and

WHEREAS, the Downtown Plan is intended to:

- Protect single-family residential areas. As part of current and future Growth Management Act Comprehensive Planning efforts, the City will meet its future obligations by directing new growth away from established single-family areas. New multi-family capacity and commercial opportunities are concentrated in Downtown;
- Create a central place in Kenmore where the community can shop, work, meet, and gather;
- Stimulate economic revitalization in a way that supports existing businesses, adds new businesses that meet resident needs, and captures more local dollars that now go to businesses outside of Kenmore;
- Manage traffic and improve circulation in several ways such as placing mixed uses near transit, making improvements to City roads, and give residents local choices to work, shop, and live. This reduces the impacts of traffic volumes from inside and outside Kenmore during rush hour and other times of the day;
- Protect the environment. Having commercial and multifamily growth occur in an already urbanized area with access to services and transportation reduces pressure upon environmentally sensitive areas; and

WHEREAS, the City recognizes that the Downtown Plan is a long-term plan for the community that should be periodically evaluated for effectiveness and fit with the City vision and community needs;

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF KENMORE, WASHINGTON, DO ORDAIN AS FOLLOWS:

Section 1. Kenmore Downtown Plan Adopted. The City of Kenmore hereby adopts the "Kenmore Downtown Plan," dated April 2003, attached hereto as Exhibit "A" and by this reference fully incorporated herein. The Kenmore Downtown Plan is adopted to guide future growth and redevelopment in Downtown Kenmore in accordance with the Kenmore Comprehensive Plan, provided that:

A. The Downtown Plan in its entirety shall be construed and interpreted solely as a planning and policy document, giving guidance but not binding regulatory direction to the City, downtown business owners and property owners, and Kenmore residents in such matters as strategic civic investment, street design criteria, implementation strategies, and other related matters. No part of the Downtown Plan shall be construed or interpreted to constitute either mandatory or optional elements of a Comprehensive Plan adopted pursuant to RCW 36.70A.070 or .080 nor implementing development regulations associated with a Comprehensive Plan, as defined in RCW 36.70A.030(7). Any such Comprehensive Plan elements or amendments, and any such implementing development regulations, are described without limitation below and shall be separately adopted by ordinance of the

City Council;

B. City staff shall prepare for City Council review and consideration an ordinance specifically amending the City Zoning Code to implement the recommendations of the Downtown Plan.

C. City staff shall prepare for City Council review and consideration an ordinance adopting design standards to implement the recommendations of the Downtown Plan.

D. City staff shall prepare for City Council review and consideration an ordinance amending the Comprehensive Plan to adopt key recommendations of the Downtown Plan as a Subarea Plan/Sub-Element of the Comprehensive Plan.

E. City staff shall prepare a resolution authorizing the establishment of a Downtown Plan Implementation Advisory Task Force to advise the City Council on matters regarding the implementation of the Downtown Plan in a manner responsive to the needs and interests of Downtown business and property owners, as well as the community at large;

F. City staff shall prepare marketing and application materials for use by existing businesses seeking to expand and by new businesses seeking to locate in Downtown Kenmore; and


G. The Kenmore Downtown Plan Appendices are considered informational supporting materials which may be updated and relied upon by City staff on an as needed basis.

Section 2. Severability. Should any section, paragraph, sentence, clause or phrase of this Ordinance, or its application to any person or circumstance, be declared unconstitutional or otherwise invalid for any reason, or should any portion of this Ordinance be pre-empted by state or federal law or regulation, such decision or pre-emption shall not affect the validity of the remaining portions of this Ordinance or its application to other persons or circumstances.

Section 3. Effective Date. This Ordinance shall be published in the official newspaper of the City, and shall take effect and be in full force five (5) days after the date of publication.

**ADOPTED BY THE CITY COUNCIL AT A REGULAR MEETING THEREOF ON THE 28<sup>th</sup> DAY OF APRIL, 2003.**

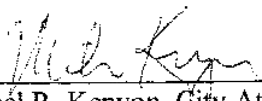
CITY OF KENMORE

  
\_\_\_\_\_  
Mayor Deborah Chase

ATTEST/AUTHENTICATED:

  
\_\_\_\_\_  
Lynn Batchelor, City Clerk

Approved as to form:

  
\_\_\_\_\_  
Michael R. Kenyon, City Attorney

Filed with the City Clerk:	April 24, 2003
Passed by the City Council:	April 28, 2003
Date of Publication:	May 2, 2003
Effective Date:	May 8, 2003



## EXECUTIVE SUMMARY

Kenmore has been called “the crown of Lake Washington,” 20 minutes from major employment centers, with lifestyles focused on the Lake, the natural environment, residents who care about how we grow, and a strong sense of community. Although Kenmore has been a city for only five years, Kenmore city government is working to create an environment where residents, businesses and the City share a common vision about our City’s direction and the quality of life for all who live and work here.

Changes usually occur in the early life of cities – changes that formalize how the City will look in the future, using tools such as comprehensive planning, subarea planning, and improvements to infrastructure. Kenmore has embarked on plans and improvements that will visibly improve the City and quality of life here, and many have contributed along the way to build these plans. A vision for the community was articulated in the 2001 Comprehensive Plan. Over the past two years, Kenmore has used that vision as a cornerstone to draft this Downtown Plan, which is another significant milestone in Kenmore’s life as a City. The Downtown Plan captures and documents ways to meet important citizen priorities as it grows, such as traffic circulation, and where the retail, commercial and civic center will be. In addition to the Plan’s start from citizen priorities, the Plan has been revised since to address many community concerns. The Downtown Plan addresses community needs by:

- **Protecting single -family residential areas** . As part of current and future Growth Management Act Comprehensive Planning efforts, the City will meet its future obligations by directing new growth away from established single-family areas. New multi-family capacity and commercial opportunities are concentrated in Downtown.
- **Creating a Central Place in Kenmore** where the community can shop, work, meet, and gather.
- **Stimulating Economic Revitalization** in a way that supports existing businesses, adds new businesses that meet resident needs, and captures more local dollars that now go to businesses outside of Kenmore.
- **Managing Traffic and Improving Circulation** in several ways such as placing mixed uses near transit, making improvements to City roads, and giving residents local choices to work, shop, and live. This reduces the impacts of traffic volumes from inside and outside Kenmore during rush hour and other times of the day.
- **Protecting the Environment.** Having commercial and multifamily growth occur in an already urbanized area with access to services and transportation reduces pressure upon environmentally sensitive areas.

By reviewing Comprehensive Plan policies and conducting downtown inventories/analyses, Downtown Guiding Principles were developed to help prepare and evaluate alternative Downtown Plan strategies that would address the above community needs. Through an evaluation process between Fall 2001 and Winter 2003, including 4 public open houses and hearings, 4 business open houses or forums, 2 developer forums, and over 24 Planning Commission meetings, over 300 community members participated. During February through April 2003, the City Council provided for 8 study sessions, as well as a public hearing, a walk around downtown with business owners, and focused study sessions/discussions with business leaders. This is in addition to the Planning Commission process, which was extensive.

From these meetings and forums the Downtown Plan was developed with five areas of focus:

- **Strategic Civic Investment** to stimulate complementary private development – what the City can do;

- **Circulation Improvements** – how we’ll increase mobility;
- **Zoning Districts and Regulations** – what uses are encouraged in what areas;
- **Design Standards** – how development will look;
- **Implementation Strategies**, such as business support/economic development actions – to bring about the Plan.

These five key plan concepts are intended to provide incentives and regulations to achieve the community vision for Downtown, but it will be a **public/private partnership**, since the vast majority of property is and will remain in private ownership.

Details of how the plan meets Community needs are found in the three sections of the Downtown Plan. **Section I** essentially addresses all Plan components from policy concepts, to infrastructure investment, to a range of implementing actions, while **Sections II and III** give the details of the more complex implementation proposals – zoning and design standards.

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## **Section I**

### **Downtown Plan Components**



# Section I– Downtown Plan Components

## 1. INTRODUCTION

### PURPOSE

Downtown Kenmore is a crossroad of the Northshore community serving all of Kenmore. This Downtown Plan provides strategies to achieve the vision of the Kenmore Comprehensive Plan for “a community with an attractive, vital, pedestrian-oriented city center offering commercial, civic, cultural and park spaces, integrated with higher density housing.” This Downtown Plan will meet the following community needs:

- **Protect single-family residential areas.** The City of Kenmore, within its current city limits, is expected to expand from a population of 18,678 in 2000 to a population of 31,339 in 2020 or beyond depending on market forces and household sizes. Through the Growth Management Act, the City is required to plan for a minimum of 2,325 households between 2001 and 2022, and to provide a range of housing types affordable to a range of incomes. During the comprehensive planning process, it was estimated that there was a capacity for about 1,790 new single-family homes under current land classifications, which would not fully meet forecast growth. To absorb this projected growth, while protecting the character and quality of single-family neighborhoods, the Downtown Plan provides a means to concentrate multi-family capacity and commercial opportunities in Downtown, consistent with the goals and policies of the City’s Comprehensive Plan.
- **Create a Central Place in Kenmore.** Having a vital, attractive central place in Kenmore, in which the community could shop, work, meet, and recreate was a consistent theme in the community input gathered through the comprehensive planning process. The community desired more choices in shopping in Kenmore. The Downtown Plan proposes strategic civic investments to support existing businesses and to stimulate complementary private investment to accomplish this goal.
- **Stimulate Economic Revitalization.** Kenmore currently loses two-thirds of gross sales/purchases by Kenmore residents to businesses outside of Kenmore. Commercial property values in the area are also slowing in growth, and some commercial vacancies are found. These factors negatively impact both the City’s tax base and the ability to meet the vision of having a vital commercial center for working and shopping. Assessed property values in the Northwest Quadrant are estimated as \$15.2 million for the year 2002, and 2002 retail sales tax collected to the City are estimated at about \$100,000 roughly. Financial analysis (**Appendix E**) shows a revitalized commercial and mixed use area in the Northwest Quadrant of the SR-522/68th Avenue NE intersection could generate the following revenues, depending on the type and amount of commercial and mixed use development:
  - Between \$22.7 and \$61.3 million annually in taxable retail sales, and \$193,000 to \$522,000 in retail sales tax revenue to the City of Kenmore.
  - Estimated one-time real estate excise tax revenue of \$81,000 to \$90,000 to the City of Kenmore.
  - Assessed property values of \$31.1 to \$80.1 million, and annual property tax revenue of \$58,000 to \$151,000 to the City of Kenmore.

The economic revitalization that will be stimulated as part of implementing the Downtown Plan is critical to the future economic well being of the City and the ability to provide priority services in the community.

- **Manage Traffic and Improve Circulation** The #1 concern of Kenmore residents is traffic. With increased growth in Kenmore, and equally significant, growth outside of Kenmore, traffic problems will get worse if nothing is done. Mixed-uses focused in Downtown near transit and improvements to City roads and SR-522 will allow Kenmore to “hold its own” in the PM peak hour despite increasing volumes, and during off-peak hours to see significant improvement. Improvements to sidewalks and trails for pedestrians and bicycles will also enhance circulation options to and within the Downtown.
- **Protect the Environment.** A frequently raised concern is the potential impact of growth on the natural environment in Kenmore, which is a valued resource. Having commercial and multifamily growth occur in an already urbanized area with access to services and transportation helps reduce pressure upon environmentally sensitive areas.

This Downtown vision would center around the intersection of 68th Avenue NE and SR-522 (see **Figure 1**) and stretching roughly from 65th Avenue NE to 73rd Ave NE and Lake Washington to NE 185th Street. One could think of Downtown Kenmore as divided into four quadrants, for discussion purposes, centered around 68th/SR-522. The Northwest Quadrant is characterized primarily by local-serving businesses with some residential and mixed uses; the Northeast Quadrant is primarily residential with some commercial uses; Southwest and Southeast Quadrants consist mostly of regional-serving businesses. The Downtown Plan focuses primarily on the Northwest and Northeast Quadrants, anticipating that private development will occur on its own in the Southwest and Southeast Quadrants due to the desirability of their waterfront location and planned mixed-use developments. It is likely that incentives will be required to stimulate economic revitalization or private investment in the Northwest and Northeast Quadrants due to market considerations and the numerous, small, privately owned parcels.

The Downtown Plan identifies current land use, market and regulatory conditions, strategic civic investment options, traffic improvements and circulation standards, and implementing actions such as zoning, design standards, and business support/economic development actions that would help achieve the Comprehensive Plan vision<sup>1</sup> for Downtown Kenmore.

## MAJOR DOWNTOWN PLAN CONCEPTS

Following discussion of existing Downtown Characteristics (**Section I-2**) and the Guiding Principles used for development of the Downtown Plan (**Section I-3**), the Downtown Plan addresses the community issues discussed above in the context of five key areas:

- **Strategic Civic Investment:** To provide a "central place" and to stimulate complementary private investment, the Comprehensive Plan calls for the City to focus its civic investment in the Northwest Quadrant (see **Figure 2**). It was proposed that public investment would lead land assembly and public/private partnerships for redevelopment. Strategic civic investment is planned to include a Civic Center. The way a Civic Center might look is a City Hall, a Community Center, and Library. Other Civic investments proposed include a Park-and-Ride facility, as well as street and infrastructure improvements such as road realignment, sidewalks, plazas or open space, and street trees. This Center would support existing businesses and be complemented by private investment in commercial, office, and multi-family uses. Feedback from developer forums emphasized the need for City commitment to the Downtown in terms of investment in facilities to help spur development by the private sector. Investment could help lead in part to future one-time real estate excise tax revenues of \$81,000 to \$90,000 to the City of Kenmore and increases in assessed valuation of property to a range of \$31.1 million to \$80.1 million.

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<sup>1</sup> A discussion of Comprehensive Plan goals, objectives, policies, and concepts is found in **Appendix A**.

The current City Hall was purchased in 1999 and was intended to house City staff for 3-5 years. It is currently near capacity and will exceed capacity within the next few years. The Kenmore Library is significantly undersized for the number of visitors it receives and the amount of books that circulate from this branch. The need for a community center has been identified through public meetings and surveys. By consolidating these three activities into a single facility, there would be more efficient use of space and the community could realize a greater return on public investment. The Civic Center can be a catalyst for future downtown development, as an anchor tenant in a mixed-use development project or as a stand-alone project.

This Plan includes Civic Center location criteria in **Section I-4** addressing the impact of siting the Center on promotion of public and private investment, business revitalization, public spaces, and the environment. The Plan reviews 8 potential Civic Center locations (shown on **Figure 6**), 5 of them in more detail in **Appendices E and F**, and the locations are evaluated against the criteria (see **Appendix F**). The criteria will assist the City Council in making a siting decision, and enable the City Council to consider a wide range of sites, consistent with the Downtown Plan, and to select the best site at the time the decision is ready to be made.

- **Circulation Improvements:** Circulation patterns affect the mobility of vehicles, pedestrians, and other modes of travel, as well as the land use pattern, and character of a district. Additional circulation connections, for vehicles and nonmotorized travel, can help distribute traffic and allow for greater walkability, which is important for Downtown Kenmore. The Comprehensive Plan envisioned a Downtown circulation system with the following major features: loop road system around intersection of 68th Avenue and SR-522, bicycle lanes, pedestrian links throughout city center, including mid-block links, waterfront links, and a pedestrian bridge over SR-522. The Downtown Plan Circulation strategies reinforce the Comprehensive Plan, and further define the land use/street character, conceptual circulation features including known and potential street and pedestrian connections, street design criteria for the qualities of streets, and design guidelines for pedestrian walkways. **Figure 3** depicts the Downtown Circulation Concept described in more detail in **Section I-5** and further refined in **Figure 9** for the Northwest Quadrant.
- **Zoning:** Zoning is a means of categorizing land into different classifications or zones in order to establish the following types of regulations common to each zone – allowable uses of a site, a structure’s size (e.g. height), and a structure’s location on a lot (e.g. setback standards).

In the Northwest and Northeast Quadrants, two zones have been created – Downtown Commercial (DC) and Downtown Residential (DR). The former emphasizes commercial uses but allows for mixed uses, and the latter primarily focuses on multifamily residential forms where the City will accommodate much of its required growth, allowing for support of commercial districts and protection of more distant single-family districts. Most of the area would be designated DC which would have community-scale development on the north side of SR-522. Nearly all businesses in the DC Zone meet the zoning intent for active retail and commercial uses, e.g. pharmacy, grocery, retail shops, personal services, offices, restaurants, financial/banking, etc., and 80% of the current businesses in the DC zone district are consistent with the DC zone’s allowable uses (permitted, conditionally permitted, or existing legal). To promote a pedestrian oriented downtown consistent with the Comprehensive Plan vision, some uses such as storage facilities and auto-related uses not fronting SR-522 would not meet the zoning intent and are considered nonconforming and new uses of this kind restricted. However, the classification category of “existing legal” uses was specifically created to allow continued operation of some of these uses such as along SR-522. Tables of allowable uses are found in **Section II** of this Downtown Plan.

The Regional Business (RB) zone, defined as the Downtown Master Plan District in the Comprehensive Plan, would be applied south of SR-522. It would have a regional scale, master planned development, with mixed uses predominating.

**Figure 4** identifies the boundaries of the special Downtown districts as described in the Comprehensive Plan. The Downtown Plan has reconfigured these various districts into the zoning classifications described above, which are shown in more detail in **Figures 13 and 14** and described fully in *Section II*.

- **Design Standards:** The location, frequency and quality of buildings, parking lots, pole signs, sidewalks, crosswalks, landscaping and street trees are elements of urban form that individually and collectively determine visual cohesiveness, comfort, and pedestrian-orientation in urban areas. The Downtown Design Standards would apply to the Downtown Commercial and Downtown Residential Districts, and to some Regional Business properties north of NE 175th Street. Standards address site design and building design. The highest priority standards for new development would include features that promote a unified urban development pattern, including building orientation and location on the site, relationship to the street, and circulation. These standards would create a character and quality of development consistent with a pedestrian-oriented downtown. Details about design standards can be found in *Section III*.
- **Implementation Strategies, Near Term and Long Term:** This Downtown Plan provides several implementation steps to support existing businesses and to promote new commercial business in the downtown. Specifically, a menu of strategies is provided to enhance business retention, economic development, infrastructure/services, and regulations/permitting. These strategies are further described in *Section I-6*.

These five key plan concepts are intended to provide incentives and regulations to achieve the community vision for Downtown, but it will be a **public/private partnership**, since the vast majority of property is and will remain in private ownership. Private property owners will determine their property investment and development.

## DOWNTOWN PLANNING PROCESS

In any planning process, steps that allow for study, concept development, concept evaluation, and public input are essential. A five-phase process for developing the Downtown Plan was initiated in Fall 2001 to include:

- **Initiation:** Conduct selected inventory and analysis tasks including information about market conditions, civic center sizing, development densities and other items.
- **Planning Alternatives:** Develop various concepts for future development including Northwest Quadrant Master Plan Alternatives, and broader Downtown zoning and design standards.
- **Draft Plan:** Prepare a Draft Plan and conduct environmental review addressing Planning Alternatives and utilizing documents from the Initiation phase.
- **Preferred Alternative:** Based upon prior phases, and public input, select preferred concepts and options for the Downtown Plan.
- **Final Plan:** Fine tune the Preferred Alternative, complete environmental review, and adopt a Downtown Plan.

Generally, at each stage in the process, public participation has been and is sought and considered, and incorporated as appropriate (see “Changes in Response to Public Input “ below). **Table A** on the following page identifies this five-phase planning process.

### **Public Input**

The Downtown Plan has been shaped by public feedback, as part of a public outreach process. Over 300 community members have participated between Fall 2001 and Winter 2003.

To date, public input has been solicited on November 29, 2001, March 14 and July 25, 2002 at public open houses, with the November meeting concentrating on proposed Downtown Plan Guiding Principles, and the March and July meetings focusing on Northwest Quadrant Master Plan Alternatives. A public hearing before the Planning Commission was held on August 22, 2002. A public hearing was held before the City Council on March 10, 2003. Regular Planning Commission and City Council meetings also allowed for citizen comments.

During the Planning Commission process, input from Downtown businesses was specifically solicited at individual business interviews in November 2002, at a targeted open house on November 29, 2002, at two Business-City forums on July 17, 2002, at a targeted open house on July 25, 2002, and through a Planning Commission invitation for local business leaders to present Downtown Planning alternatives and comments on October 17, 2002. During the City Council process, a walk through the Downtown with business leaders and several City Council members was held in March 2003 as well as two roundtable sessions with business leaders. General public meetings and hearings were noticed to business owners and property owners as well. Some Planning Commissioners also attended local business group meetings. The City’s Community Development Director and a Senior Planner from the consultant team were invited to speak at a local business group meeting on October 30, 2002; the City’s Community Development Director was also invited to attend on subsequent occasions.

Input from the Developer and real estate community was sought at forums on March 14 and August 8, 2002. These prior public participation opportunities are addressed more fully in **Appendix G**.

### **Changes in Response to Public Input**

The Downtown Plan incorporates many of the changes suggested by the community. Public comment from the Downtown Plan Process subsequent to a draft Plan in July 2002 and to a draft Preferred Plan in January 2003 resulted in changes that are reflected in the final Downtown Plan (a complete list is shown in **Appendix G**).

# Table A. Kenmore Downtown Plan Process

INITIATION		PLANNING ALTERNATIVES	DRAFT PLAN	PREFERRED PLAN	FINAL PLAN
September - November 2001		December 2001 - April 2002	April - July 2002	July - December 2002	January - April 2003
Downtown Plan	<ul style="list-style-type: none"> <li>■ Early Action Critical List <ul style="list-style-type: none"> <li>■ King County Coord. - Northshore</li> <li>■ Park and Ride Lot</li> <li>■ Moratoria</li> </ul> </li> <li>■ Citizen Participation Plan</li> <li>■ SEPA Strategy</li> <li>■ Field Trip</li> <li>■ Base Map / Topo Map</li> <li>■ Downtown Density Study</li> <li>■ Market Study</li> <li>■ Civic Center Space Needs &amp; Program</li> <li>■ Subarea / Master Plan Objectives</li> <li>■ Downtown “Fact Sheet”</li> </ul>		<ul style="list-style-type: none"> <li>■ Draft Plan Preparation</li> </ul>	<ul style="list-style-type: none"> <li>■ Preferred Plan Preparation</li> </ul>	<ul style="list-style-type: none"> <li>■ Preliminary and Final Plan</li> </ul>
			A. Prepare Draft Adoption Notice and Draft Addendum <ul style="list-style-type: none"> <li>■ Land Use</li> <li>■ Traffic Impact Analysis</li> <li>■ Utility Coordination</li> </ul> -or-           B. Prepare Draft MDNS and Checklist <ul style="list-style-type: none"> <li>■ Traffic Impact Analysis</li> </ul>		Notice of Adoption and Addendum 1 Week Waiting Period
SEPA Review					
Public Meetings	<div>Public Open House (1)</div> <div>NW Quad Property/ Business Owner Mtgs. (2)</div> <div>Planning Commission</div> <div>City Council Progress Report</div>		<div>Public Alternatives Meeting (1)</div> <div>Developer/ Real Estate Forum (1)</div> <div>Planning Commission</div> <div>City Council Progress Report</div>	<div>Public Open House and Hearing (2)</div> <div>NW Quad Property/ Business Owner Mtgs. (2)</div> <div>Planning Commission</div> <div>Developer/ Real Estate Forum (1)</div>	<div>Public Hearing (1)</div> <div>Planning Commission</div> <div>City Council</div>



## DOWNTOWN PLAN ORGANIZATION

The following sections contain additional detail about how the Plan meets community needs. The Plan is organized in three principal sections. **Section I** essentially addresses all Plan components from policy concepts, to infrastructure investment, to a range of implementing actions, while **Sections II and III** give the details of the more complex concurrent implementation proposals – zoning and design standards.

### Section I – Downtown Plan Components

1. **Introduction:** A policy and issue introduction.
2. **Downtown Characteristics:** An inventory and analysis of Downtown land uses and market conditions and opportunities.
3. **Guiding Principles:** A framework for guiding and directing Downtown Planning efforts based upon City plans and policies, Downtown inventories, and public input. Through this framework, Subarea plans, programs, and investments are and would be evaluated.
4. **Strategic Civic Investment Planning:** Identification and evaluation of civic investments, such as a City Hall, Community Center, Library, and Park & Ride, and how they along with other mixed uses, may help create a City Center, and stimulate private investment.
5. **Circulation Framework:** Formulation of street criteria, which along with civic investment, and private development will affect the experience of the Downtown and community travel.
6. **Implementation Strategies:** A menu of concurrent, near-term, and longer term strategies intending to achieve the Downtown Plan guiding principles and strategies for City investment, land use, design, business retention and development, and other areas.

**Section II – Zoning and Development Standards:** Details of the concurrent Implementation Strategy regarding land use and zoning, that supports the vision of a vital, mixed use, community-oriented Downtown.

**Section III – Kenmore Downtown Design Standards:** Details of the concurrent Implementation Strategy regarding design standards for new development creating a community character reflective of a mixed-use, active, pedestrian-oriented Downtown.

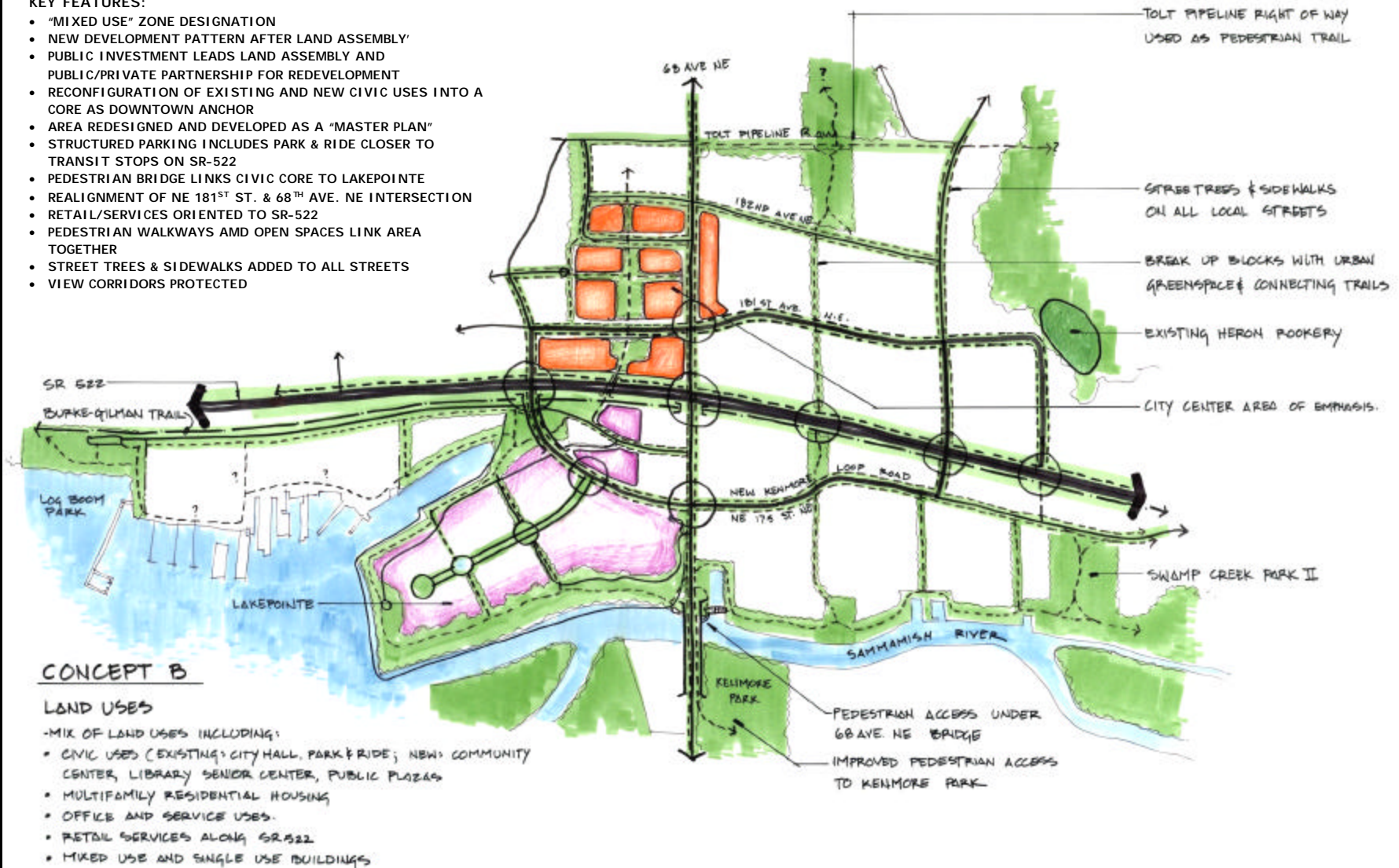






#### KEY FEATURES:

- "MIXED USE" ZONE DESIGNATION
- NEW DEVELOPMENT PATTERN AFTER LAND ASSEMBLY
- PUBLIC INVESTMENT LEADS LAND ASSEMBLY AND PUBLIC/PRIVATE PARTNERSHIP FOR REDEVELOPMENT
- RECONFIGURATION OF EXISTING AND NEW CIVIC USES INTO A CORE AS DOWNTOWN ANCHOR
- AREA REDESIGNED AND DEVELOPED AS A "MASTER PLAN"
- STRUCTURED PARKING INCLUDES PARK & RIDE CLOSER TO TRANSIT STOPS ON SR-522
- PEDESTRIAN BRIDGE LINKS CIVIC CORE TO LAKEPOINTE
- REALIGNMENT OF NE 181<sup>ST</sup> ST. & 68<sup>TH</sup> AVE. NE INTERSECTION
- RETAIL/SERVICES ORIENTED TO SR-522
- PEDESTRIAN WALKWAYS AND OPEN SPACES LINK AREA TOGETHER
- STREET TREES & SIDEWALKS ADDED TO ALL STREETS
- VIEW CORRIDORS PROTECTED



## Downtown Strategic Civic Investment Area

Legend: A question mark (?) identifies that a potential pedestrian access/connection requires feasibility review.

This map is intended for planning purposes only and is not guaranteed to show accurate measurement.  
Source: Arai/Jackson Architects and Planners



Not to Scale

April 2003

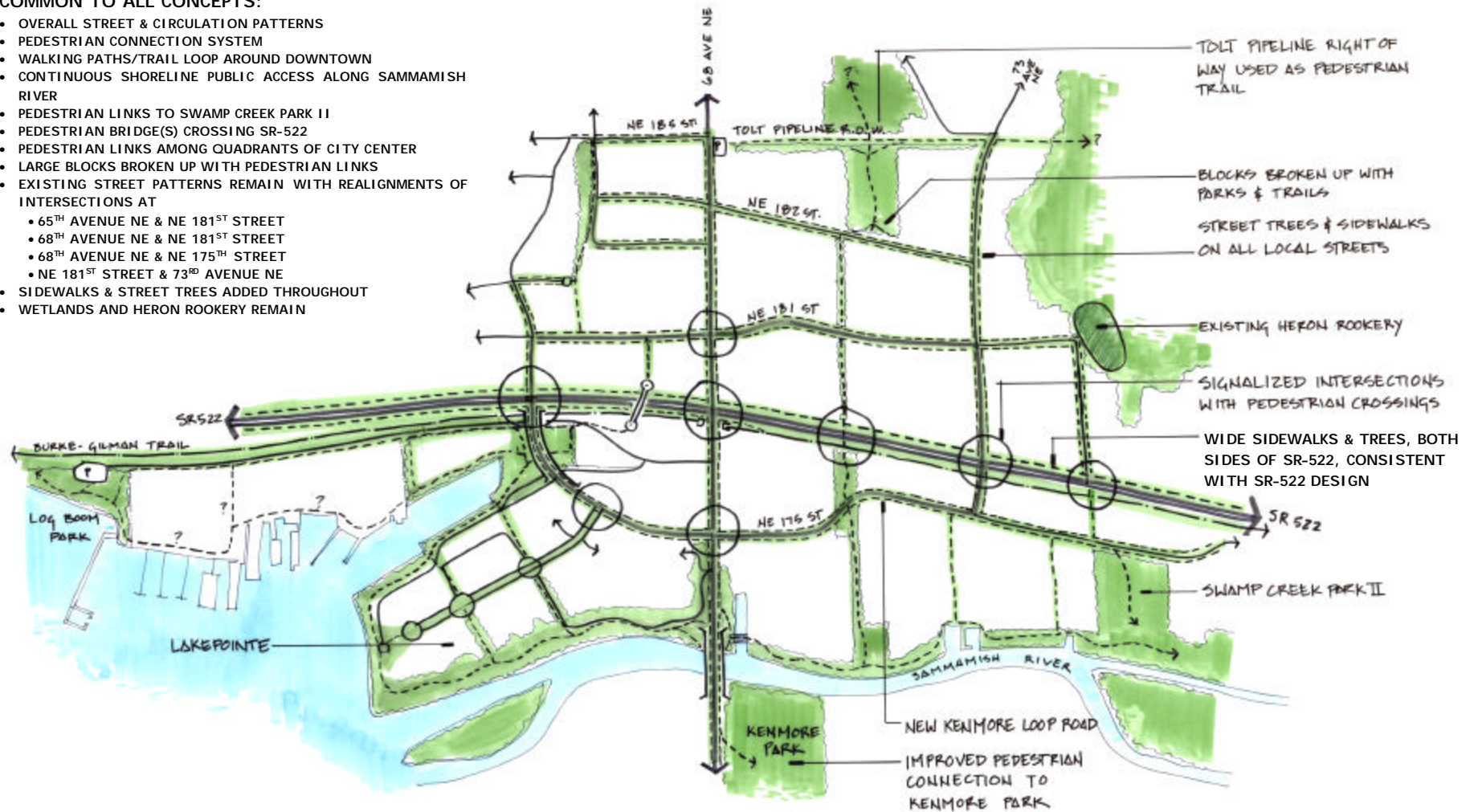
Figure 2





#### COMMON TO ALL CONCEPTS:

- OVERALL STREET & CIRCULATION PATTERNS
- PEDESTRIAN CONNECTION SYSTEM
- WALKING PATHS/TRAIL LOOP AROUND DOWNTOWN
- CONTINUOUS SHORELINE PUBLIC ACCESS ALONG SAMMAMISH RIVER
- PEDESTRIAN LINKS TO SWAMP CREEK PARK II
- PEDESTRIAN BRIDGE(S) CROSSING SR-522
- PEDESTRIAN LINKS AMONG QUADRANTS OF CITY CENTER
- LARGE BLOCKS BROKEN UP WITH PEDESTRIAN LINKS
- EXISTING STREET PATTERNS REMAIN WITH REALIGNMENTS OF INTERSECTIONS AT
  - 65<sup>TH</sup> AVENUE NE & NE 181<sup>ST</sup> STREET
  - 68<sup>TH</sup> AVENUE NE & NE 181<sup>ST</sup> STREET
  - 68<sup>TH</sup> AVENUE NE & NE 175<sup>TH</sup> STREET
  - NE 181<sup>ST</sup> STREET & 73<sup>RD</sup> AVENUE NE
- SIDEWALKS & STREET TREES ADDED THROUGHOUT
- WETLANDS AND HERON ROOKERY REMAIN



## Downtown Circulation Concept

Legend: A question mark (?) identifies that a potential pedestrian access/connection requires feasibility review.

This map is intended for planning purposes only and is not guaranteed to show accurate measurement.  
Source: Arai/Jackson Architects and Planners



April 2003

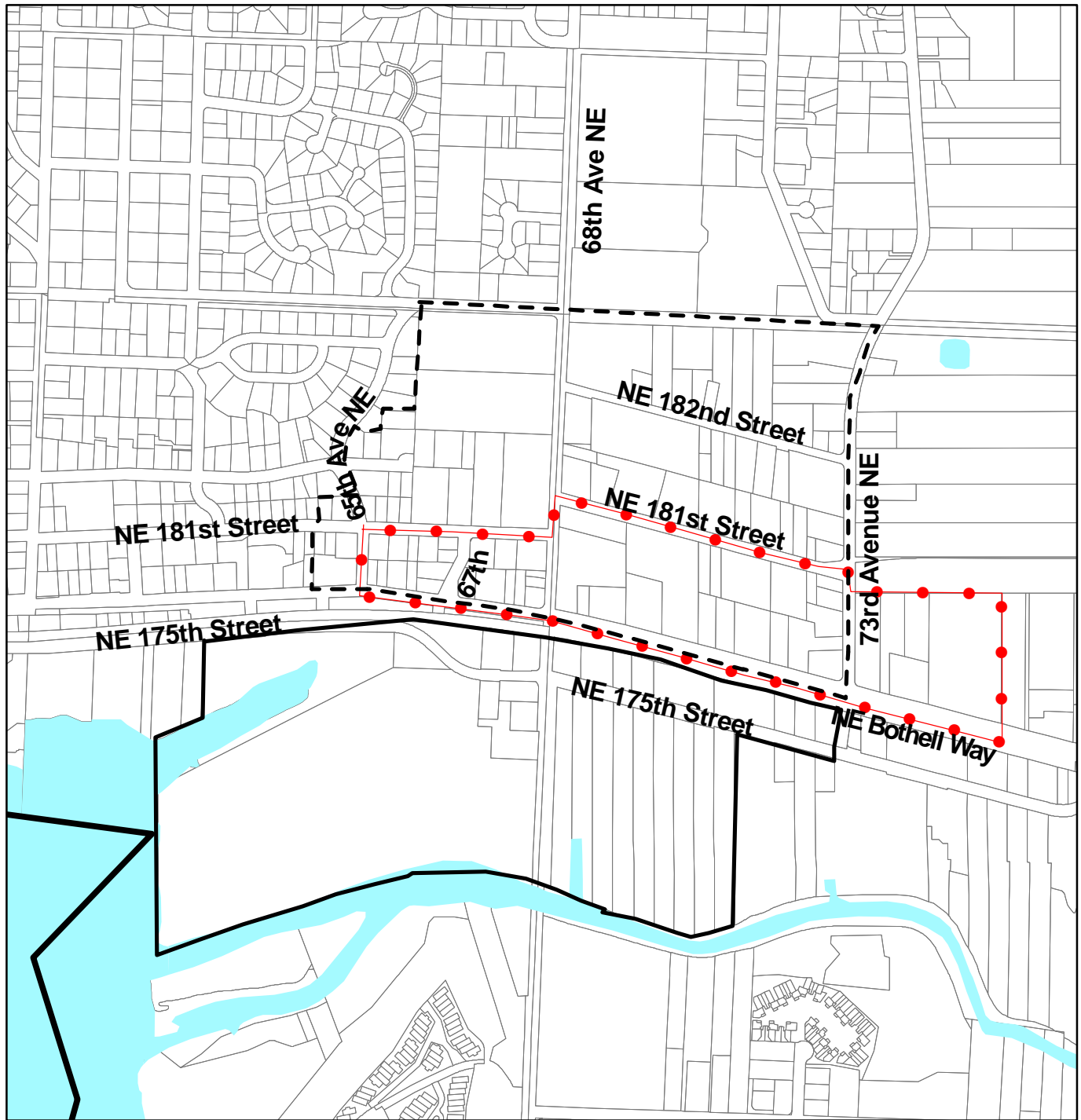


**Figure 3**

Not to Scale







## Downtown Special Districts

### Legend

- Downtown Community District
- Transportation Coordination District
- Downtown Master Plan Development District
- City Boundary
- Parcels
- Water Body



April 2003  
(March 2001 Comprehensive Plan)

250 0 250 500 750 1000 1250 Feet



Jones & Stokes

This map is intended for planning purposes only  
and is not guaranteed to show accurate measurements.  
Source: King County GIS Center, BWR Corp.

Figure 4



## 2. DOWNTOWN CHARACTERISTICS

### EXISTING AND PLANNED DEVELOPMENT

The Downtown Kenmore vicinity – stretching from roughly 65th Avenue NE to 73rd Avenue NE and Lake Washington to NE 185th Street – is primarily a commercial district with some multifamily and minimal single-family development. Additional industrial development, primarily south of SR-522, also exists. **Figure 5** depicts the current land use pattern in the Downtown vicinity. Based on a 1999 land use survey, the total development within the Downtown Kenmore vicinity, excluding industrial square feet, is summarized in **Table B**.

Planned development is expected to intensify in Downtown with commercial, multifamily and mixed uses. Future land use and zoning is described more fully in **Section II-1, Implementation Proposal – Zoning**. Comparing 1999 to 2020 development estimates, the Kenmore Comprehensive Plan assumes a higher level of density and employment than currently exists today. As the Market Study Results are reviewed in the remainder of this section and in **Appendix A**, one would note that the Comprehensive Plan future development estimates assume a higher amount than would be projected by market demand (projecting forward to 2020). Also, the future growth numbers can be reviewed against recommended thresholds for densities in downtowns, and how they may support transit, desired housing and amenities, and protection of environmentally sensitive areas, and this comparison is addressed in the Density Study Results later in this section.

**Table B. Downtown Development Existing and Planned**

ZONE	SINGLE FAMILY UNITS	MULTI- FAMILY UNITS	GROSS DENSITY (DU/AC)	COMMERCIAL (SQ FT)	OFFICE (SQ FT)	EMPLOYEES (EMP/AC)
Total 1999	14	532		277,883	62,006	
Average 1999	2.03			7.99		
Total 2020	15	4,201		1,190,759	869,750	
Average 2020	20.91			34.98		

Source: Bucher, Willis & Ratliff Corporation, October 2001; see Appendix C.

Note: The numbers represent a summary of Transportation Analysis Zone (TAZ) land use assumptions. The zones summarized address the four Downtown Quadrants. However, the TAZ boundaries include some lower density zoned property, which is why there is a small increase in single-family units in the future.

### MARKET STUDY RESULTS

The Downtown Plan is expected to recognize and respond to market forces in the City and larger region. Accordingly, the scope of the Downtown Plan includes a Market Study, identifying the market forces and estimating the amount of market demand that the Downtown might capture. To understand market potential for development in the entire Downtown, market demand has been projected for multifamily residential, retail, and office uses. The full market study is included in **Appendix B** to this document, and summarized in this section. Projected market demand for 2000-2010 is estimated in **Table C** as follows:

**Table C. Projected Market Demand 2000 – 2010**

USE	DOWNTOWN SHARE	NORTHWEST QUADRANT SHARE
<b>Multifamily Residential</b>		
Luxury	40 – 60 Units	0 Units
High Amenity	160 – 240	100 – 150
Basic	60 – 90	30 – 45
Total	260 – 390	130 – 195
<b>Retail</b>		
Neighborhood Center	50,000 – 75,000 SF	50,000 – 75,000 SF
Strip/Stand-Alone	25,000 – 35,000	10,000 – 20,000
Specialty	0	0
Mixed Use	20,000 – 30,000	20,000 – 30,000
Total	95,000 – 140,000	80,000 – 125,000
<b>Office</b>		
Local Serving	36,000 – 54,000 SF	18,000 – 27,000 SF
Regional	0	0
<b>Total</b>	<b>36,000 – 54,000</b>	<b>18,000 – 27,000</b>

Source: Property Counselors, October 2001; see **Appendix B**.

**Multifamily Projections:** The King County Countywide Planning Policies target level for household growth in Kenmore, as a whole, is about 50 to 60 units/year between 1992 and 2012. If multifamily units represent the historic average share of 25 percent, multifamily absorption would be 13 to 15 units per year over that period. This is much lower than the actual average multifamily development over the past 20 years of 54 market rate units per year. Since there is capacity in the City to support growth at historic levels, particularly in the Downtown, multifamily demand should continue at 40 to 60 units per year. Condominiums will likely make up 30 percent of the total.

**Retail Projections:** Kenmore has the potential to serve a larger market area extending about three miles in each direction. Kenmore retail largely serves a local market area. Even within this area, the City captures only a small share of resident expenditures.

In absolute terms, the major retail sectors in Kenmore are food, gas stations, eating/drinking, and miscellaneous retail. Kenmore's percentages in these categories are generally higher than the percentages for the County. One exception is Auto Dealer/Gas Stations. While Kenmore has several gas stations, it has no major auto dealers.

The City and market area spending figures are estimated to be \$446 million and \$3.8 billion respectively. Comparing those figures to Kenmore gross sales indicates that leakage for the City area alone is \$275 million. In terms of retail trade only, the leakage is \$163 million. In percentage terms, Kenmore gross sales for retail trade sectors represents only one-third of the estimated spending by City residents. One of the most dramatic figures is the amount of leakage for food sales. Kenmore stores capture only \$19 million of the \$43 million estimated spending by City residents. It is unusual for a community to experience this level of leakage for a sales category where shoppers stay close to home. This factor is probably due to the presence of the QFC just south of Kenmore in the Inglewood Village Shopping Center, and the extensive construction that was underway at the Safeway in 2001, during which many residents shopped elsewhere.

Retail projections in **Table C** are conservative in two respects. First, they are based on Puget Sound Regional Council (PSRC) population growth projections for Kenmore, which are low relative to historic growth. Second, they are based on Kenmore's role as a retail center for a local market area.

**Office Projections:** The Kenmore office market is quite small in comparison to the region. Office concentrations in Bothell, Mountlake Terrace, and Kirkland are all located on major interstate highways. Kenmore does not offer that level of highway access and visibility, but does have an opportunity to capitalize on its waterfront setting (e.g. Carillon Point in Kirkland). However, that opportunity is specific to LakePointe, or a development of comparable scale. As a local serving office market, Kenmore's growth in demand is not likely to exceed 5,000 s.f. per year, excluding government office and civic uses.

**Additional Development:** The projections do not include the demand for governmental offices, civic uses, and age or income qualified residential use. Further, a mixed-use development of the scale of the proposed LakePointe project would create additional demand for each use beyond that forecast above.

## DENSITY STUDY RESULTS

During the Comprehensive Plan preparation, the following questions were raised regarding aspects of planned densities:

- What density levels are sufficient to assure a range of alternative transportation modes, particularly in the Transportation Coordination Special District?
- Are the minimum, base and maximum densities set appropriately to encourage desired bonuses/incentives?
- Since the Downtown is identified as a "Density Receiving Area" for transferred "units" from Environmentally Sensitive Areas in particular, are the base and maximum densities set appropriately, and would there be a market for the sale of development rights?
- What are some regulatory barriers to achieving desired densities (such as limits on the number of wood floors of construction)?
- What do various densities look like?

The purpose of the Downtown Density Study was to respond to the above questions and provide *preliminary* recommendations and approaches, including regulatory amendments or strategies that can be employed to ensure that Kenmore's Downtown development meets the Vision Statement. The full Density Study is included in **Appendix C**. It should be noted that as Downtown planning has progressed, the preliminary Density Study recommendations were considered, leading to inclusion or modification of the original recommendations. For instance, while 15 units per acre is the minimum density threshold for supporting high frequency bus service, in some parts of Downtown, the minimum density requirement is recommended at 36 units per acre to encourage a more urban form promoting under building or structured parking in addition to transit usage. **Table D** identifies preliminary recommendations and how they were applied ultimately in the Downtown Plan.

**Table D. Density Study Analysis and Incorporation into Plan**

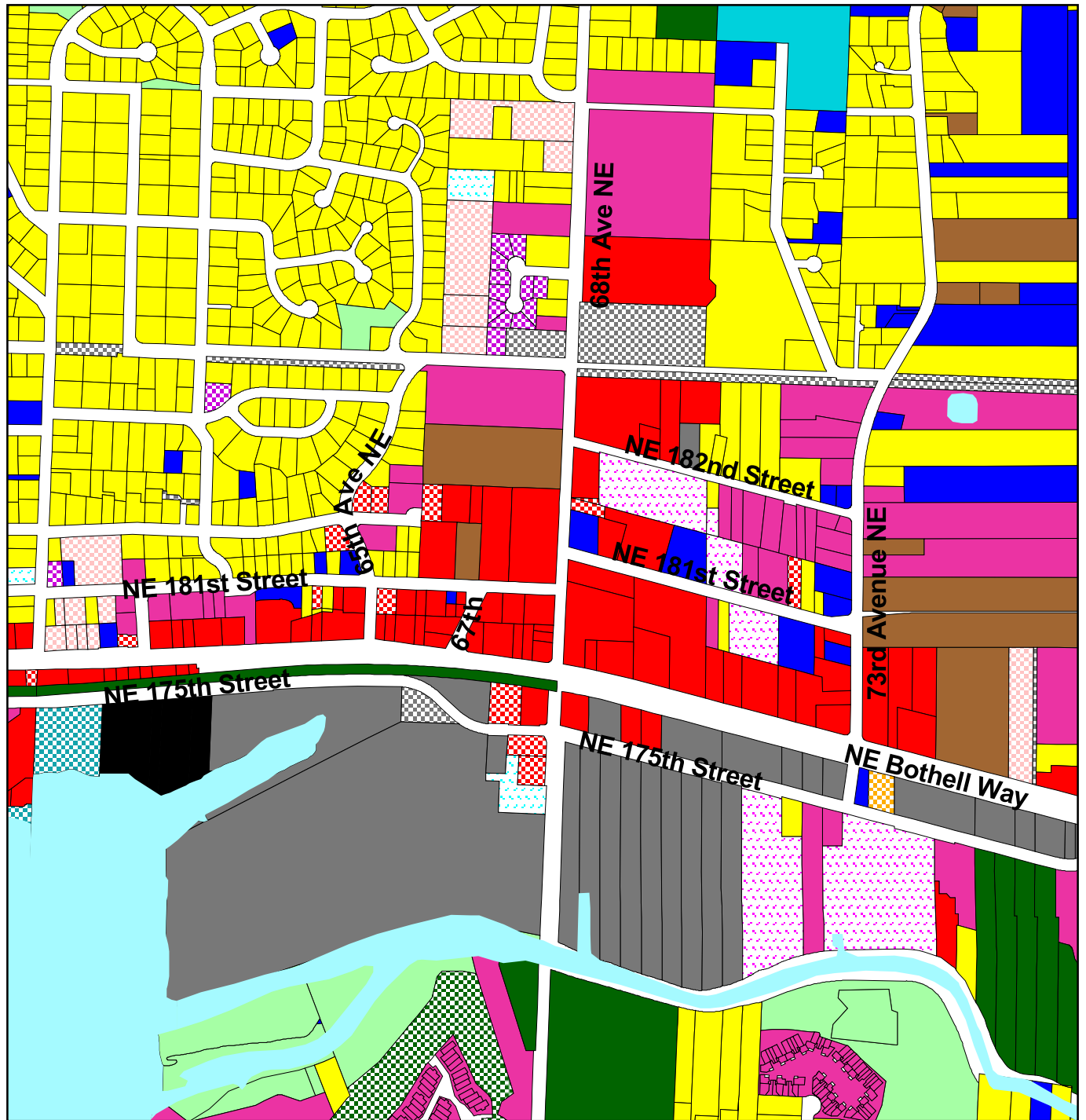
ANALYSIS	RECOMMENDATION – APPLIED IN PLAN
<i>What density levels are sufficient to assure a range of alternative transportation modes, particularly in the Transportation Coordination Special District?</i>	
<p>Density threshold to support regular transit service:</p> <ul style="list-style-type: none"> <li>▪ 4 – 7 dwelling units/acre (du/ac) for regular bus service. 15 du/ac for high frequency bus service or transit station.</li> <li>▪ Employment densities of 25 jobs/gross acre for frequent high-capacity transit service.</li> </ul> <p>Planned Development in the Downtown area:</p> <ul style="list-style-type: none"> <li>▪ Average 21 du/acre.</li> <li>▪ Average 35 employees/acre.</li> </ul>	<p>Amend the Zoning Code:</p> <ul style="list-style-type: none"> <li>▪ Require minimum for residential or mixed residential projects in the Northwest and Northeast Quadrants of SR-522 and 68th Avenue NE. Minimum density included in Plan Downtown Districts is 18 units per acre for Townhouse style development and 36 units per acre for apartments/flats.</li> <li>▪ NW Quadrant Alternatives – consider higher density for specific properties around a future transit center. The Plan identifies that the minimum to maximum density range for the Northwest Quadrant is 36 to 72 units per acre without a need to apply density bonuses based on financial analysis. Some affordable housing measures are proposed for the Northshore Park-and-Ride Lot on 68th Avenue NE.</li> </ul>
<i>Are the minimum, base and maximum densities set appropriately to encourage desired bonuses/incentives?</i>	
<p>Comprehensive Plan Policies would amend the current density bonus approach and apply it to:</p> <ul style="list-style-type: none"> <li>▪ Innovative low-cost housing</li> <li>▪ Significant open space, public parks and public trails</li> <li>▪ Additional usable landscaped areas</li> <li>▪ Downtown shared and structured parking</li> <li>▪ Consolidation of lots.</li> </ul> <p>Density bonus systems tend to work well if market rents/prices are high, land values are high, and land is scarce. Not all these factors are present at this time.</p>	<ul style="list-style-type: none"> <li>▪ Keep affordable housing bonus. Shaped in Downtown Plan to address affordability levels in Kenmore specifically.</li> <li>▪ Keep parks/recreation/open space bonus (requires further review Citywide to make effective as part of Implementation Strategies).</li> <li>▪ Keep height bonus – structured parking.</li> <li>▪ Keep and enhance parking reduction for shared parking.</li> <li>▪ No new bonuses – require or offer other incentives: <ul style="list-style-type: none"> <li>– Lot consolidation – options <ul style="list-style-type: none"> <li>• Waive permit fees associated with lot consolidation such as lot line adjustments.</li> <li>• City acts as a facilitator.</li> <li>• City consolidates/resells surplus property – NW Quadrant.</li> </ul> </li> <li>– Impervious Surface Standards – options <ul style="list-style-type: none"> <li>• Amend maximum impervious surface standards, especially outside of Downtown. In most of Downtown area, high impervious surface areas are found and likely would continue at that level with new development.</li> <li>• Pursue offsets to utility system or mitigation fees.</li> <li>• Phase development – do not preclude higher density/intensity.</li> </ul> </li> </ul> </li> </ul>
<i>Since the Downtown is identified as a “Density Receiving Area” for transferred “units” from Environmentally Sensitive Areas, are the base and maximum densities set appropriately, and would there be a market for the sale of development rights?</i>	
<ul style="list-style-type: none"> <li>▪ Transfer of Development Rights (TDR) shifts future development potential from one property to another.</li> <li>▪ City will have to play an active role – TDR bank and/or matching buyers and sellers.</li> <li>▪ Due to market conditions, there is likely low demand to use</li> </ul>	<ul style="list-style-type: none"> <li>▪ Do not adjust the Downtown base densities.</li> <li>▪ Phase development – do not preclude higher density/intensity.</li> <li>▪ As part of Comprehensive Plan Policy LU-2.3.7 study and recommend a TDR system.</li> </ul>

ANALYSIS	RECOMMENDATION – APPLIED IN PLAN
a TDR system at this time.	<ul style="list-style-type: none"> <li>▪ Consider requiring percent of bonus to be derived from TDR.</li> <li>▪ Interim – allow TDR through existing (County) regulations.</li> </ul>
<i>What are some regulatory barriers to achieving desired densities?</i>	
<ul style="list-style-type: none"> <li>▪ Zoning allows for increased height for mixed use, but Uniform Building Code (UBC) construction costs limit higher density.</li> <li>▪ Typically 50 to 75% of developed sites consist of surface parking. This results in densities or development that can't be served well by transit.</li> <li>▪ Limited parking supply encourages residents, shoppers, and employees to use transit.</li> </ul>	<ul style="list-style-type: none"> <li>▪ City has adopted Building Code amendments: <ul style="list-style-type: none"> <li>– Allows building heights of 65 ft. (5 stories of wood frame above concrete level).</li> <li>– Increases allowed building floor area by 25%.</li> <li>– Considers fire suppression issues in tandem.</li> </ul> </li> <li>▪ Review minimum and shared parking standards.</li> <li>▪ Encourage structured parking through height incentives, minimum densities, and in Northwest Quadrant, requiring structured parking when minimum parking levels are exceeded.</li> </ul>

Source: Bucher, Willis & Ratliff Corporation, October 2001; see **Appendix C**. Jones & Stokes, April 2003.







### Legend

Single Family	Church	Marina
Duplex	Air Terminal / Hanger	Golf Course
Multiple Family	Park	Agriculture / Open Space
Mobile Home Park	Club	Public / Private Tracts
Commercial	Govt Service	Vacant
Office	Public School	Water Body
Industrial	Private School	Joint Study Area
Utility		

This map is intended for planning purposes only and is not guaranteed to show accurate measurements.  
Source: King County GIS Center, BWR Corp.

## Existing Land Use (1999)



April 2003

250 0 250 500 750 1000 1250 Feet



Jones & Stokes

Figure 5



### 3. GUIDING PRINCIPLES

#### PURPOSE AND PUBLIC INPUT

##### Purpose

To help the preparation of the Downtown Plan, a set of Downtown Plan Guiding Principles was drafted based on the Comprehensive Plan goals (see **Appendix A**), objectives, and policies, as well as detailed studies of Downtown Characteristics included in **Section I-2** (e.g. Downtown Density Study, Market Study). The Guiding Principles were the subject of a public Open House in November 2001, and were refined further to emphasize appearance, green space, mixed uses, retail/economic development, transportation improvements, and activities for a range of ages. In Fall 2002, additional revisions were made in response to public comments to further address Civic Center locations and impacts to businesses, potential road improvements, and impacts to businesses, convenient parking, public improvement costs, and others. (See **Appendix G** for public comment summaries.)

These Downtown Plan Guiding Principles have and will serve as guidelines or evaluation criteria. They have been used to develop plan alternatives and conduct draft environmental analysis. Further, the Guiding Principles have assisted the public, City staff, Planning Commission, and City Council to “screen” the planning alternatives towards the preparation of this Final Plan.

#### RECOMMENDED GUIDING PRINCIPLES

##### General

- Plan for and implement an attractive, vital, pedestrian-oriented, transit friendly, city center offering commercial, civic, cultural and park spaces, integrated with higher density housing.
- Address the different characteristics of downtown by encouraging regional serving development south of SR-522 and local serving development north of SR-522.<sup>2</sup>
- Support redevelopment in accordance with the Vision for the Downtown through investment in public infrastructure including transportation, utility, and civic infrastructure.
- Give priority to creating indoor and outdoor public spaces, promote community activities meeting the needs of a range of ages and interests. Outdoor spaces should include plazas, parks, and public green spaces. Encourage the efficient use of space and shared uses where appropriate.
- Give priority consideration to strong linkages between the four Downtown Quadrants and the surrounding neighborhoods. Pedestrian crossings, including a bridge(s), over SR-522, linking the north and south quadrants, should be readily accessible, functional, visually attractive, safe, and inviting links to key destinations, and should provide a Kenmore identity.

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<sup>2</sup> Regional serving development generally refers to mixed-use compact development recognizing Kenmore’s position as a regional transportation center and featuring larger scale commercial, office, and multi-family developments, attracting people from a much larger area than just Kenmore. Local serving development generally refers to mixed-use developments including high-density housing, civic and governmental, offices, small-scale commercial and retail, and locally oriented professional and personal services, primarily serving the Kenmore community.

- Create a Downtown circulation system that promotes mobility for all modes of travel, emphasizing a loop road circulation system.
- Create an interconnected system of trails, sidewalks, bikeways, and open spaces in Downtown.
- Promote the revitalization and expansion of business and retail compatible with the character of the Downtown districts. Encourage businesses that draw patrons during both the day and evening. Provide an adequate mix of on-street, surface, and structured parking, and encourage shared parking options.
- Provide high density, high amenity (includes public spaces and private facilities) pedestrian oriented residential neighborhoods meeting the housing needs of a variety of income levels, and developed at densities high enough to support transit and commercial uses. Off-street parking should be encouraged.
- Coordinate public and private investment to achieve optimal leverage of public funds.
- Create an identity for the Downtown and SR-522 by giving priority consideration to improving the appearance of the physical environment through design guidelines, sidewalks, landscaping, street trees, public art and signage.
- The Downtown should acknowledge and create a beneficial and symbiotic relationship with SR-522.
- Integrate and manage Downtown development to support sound ecological principles by responding to natural landforms, providing stormwater management, improving water quality and retaining and adding green spaces.
- Identify Downtown view corridors of significant off-site features (i.e. Lake Washington, Cascades, and surrounding hillsides), giving priority consideration to provision of public physical and visual access from the Downtown Quadrants to the waterfront.

#### **Additional Principles – Northwest Quadrant**

- Locate the Civic Center facility (including City Hall, a Community Center and Library) in the Northwest Quadrant to provide the greatest stimulus to redevelopment. If there is a truly unique opportunity in another quadrant of the Downtown that would meet the balance of Civic Center criteria, it should not be ruled out.
- Locate a multi-modal transportation facility in the Northwest Quadrant linked with other public facilities and spaces, functioning as a key node within a larger regional system.
- Locate the Civic Center facility at a highly visible and/or accessible location, if possible taking advantage of view corridors to Lake Washington. The facility should provide long-term expansion potential and opportunities for private use of public space. Additional potential civic uses should be considered. The facility should be prominent, distinguishable and visually attractive.
- A large, functional, open, outdoor space should be created to function as a focal point and “public square,” providing opportunities for public and private gatherings.

- Give priority consideration to public purchase of parcels in the Northwest Quadrant where desired private investment is least likely to occur. Public investment may include purchase, long-term lease, or other owner/tenant options.



## 4. STRATEGIC CIVIC INVESTMENT PLANNING

### INTRODUCTION

The Comprehensive Plan identifies the Northwest Quadrant of Downtown (SR-522/68th Avenue NE) as the Strategic Civic Investment Area. This area has been intended to serve as the “central place” for the community and the focal point for public and complementary private investment. The Comprehensive Plan also identifies key features including:

- Reconfiguration of existing and new civic uses into a core as a Downtown anchor;
- Location of a Civic Center near 68th Avenue NE and SR-522; and
- Transit hub connected to Downtown including a Park-and-Ride lot closer to SR-522.

The current City Hall was purchased in 1999 and was intended to house City staff for 3-5 years. It is currently near capacity and will exceed capacity within the next few years. The Kenmore Library is significantly undersized for the number of visitors it receives and the amount of books that circulate from this branch. Under current financing plan, the need for a community center has been identified through public meetings and surveys and would be financed by a separate bond issue that would be voted on by Kenmore residents. By consolidating these three activities into a single facility there would be more efficient use of space and the community could realize a greater return on public investment. The users of these facilities, which include off peak hour activities, will create additional customers for existing businesses and will serve as a catalyst for new business investment for Downtown businesses. These activities will also serve as a stimulus for further private investment.

This Plan section identifies the Civic Center analysis undertaken, including Civic Center sizing, location and integration into a mixed use area, environmental evaluations, and lastly, but most importantly, Civic Center location criteria addressing the impact of siting the Center on promotion of public and private investment, business revitalization, public spaces, and the environment. The Plan reviews 8 potential Civic Center locations both within and outside of the Northwest Quadrant (shown on **Figure 6**), 5 of them in more detail, and the locations are evaluated against the criteria (see **Appendix F**). It is not intended that these be the only sites Council should consider for the Civic Center. The Civic Center criteria will assist the City Council in making a siting decision, and enable the City Council to consider a wide range of sites, consistent with the Downtown Plan, and to select the best site at the time the decision is ready to be made.

### CIVIC CENTER STUDY RESULTS

As a part of the Downtown Plan, the future Civic Center is envisioned as a catalyst project for future Downtown redevelopment efforts, serving as an anchor tenant in a mixed-use development project. As envisioned, the Kenmore Civic Center would accommodate City Hall, Library, and Community Center facilities as well as other potential uses.

The Civic Center space needs forecast was derived from staff and department director interviews and questionnaires, statistics and projections from the City of Kenmore Comprehensive Plan (March 2001), and professional observations of comparable cities to determine the space needs for a new Kenmore Civic

Center. The estimated square footage and required parking forecasts are preliminary in nature. A full Civic Center analysis is provided in **Appendix D** to this document and summarized in **Table E** below.

Option ‘A’ assumes that the City will continue to provide the same types of departmental services, but will add two new departments: Parks and Recreation and City Engineering by 2006.

Option ‘B’ is an expansion option, which is included in the Civic Center study to provide the City the option to build space that can accommodate future needs that are unforeseen today. The City could use this expansion space in the interim to meet community needs and/or generate revenue. For the purpose of the Civic Center study and to allocate space for Option ‘B,’ it is assumed that the King County Sheriff’s precinct would move east, out of the City of Kenmore between 2006 and 2020, and that the Kenmore Police officers would need to be accommodated in City Hall.

**Table E. Facility Space Data Summary: Civic Center – All Facilities**

Agency	2001 Existing Sq. Ft.	2006 Space Needs Sq. Ft.	2020 Space Needs Sq. Ft.
Option “A” – Baseline City Hall	4,008	12,289	21,973
Option “B” – Expanded City Hall & Police	0	0	7,599
<b>Community Center</b>	0	14,771	14,771
<b>Library</b>	2,112	10,000	10,000
<b>Total Civic Center with Option “A”</b>			<b>46,744</b>
<b>Total Civic Center with Option “B”</b>			<b>54,342</b>
Required Parking – Option “A”			156 stalls
Required Parking – Option “B”			181 stalls

Source: Arai/Jackson Architects & Planners, October 18, 2001; see **Appendix D**.

There are some key assumptions or factors to consider, particularly when reviewing the Community Center and Library square feet:

- The basic purpose of the Community Center is to provide functional spaces to accommodate community meetings, civic functions, passive recreational programs and classes, minor senior services and potential community rental facilities. The Community Center square footages in this space needs analysis are *estimated* spaces designated solely for the purpose of this study and are subject to change. Future Community Center space needs will need to be revisited once the City Parks Plan is completed and the City has had an opportunity to determine a Community Center ‘program’.
- In the Civic Center analysis, it was planned that the Library will continue to be operated by the King County Library System, but located in the new Civic Center. In association with the City of Kenmore, the King County Library System planned for a future 10,000 sq. ft. branch library. However, as a result of funding cuts, all future planned library facilities will be put on hold indefinitely. No new capital facilities planning will occur. This is due to the fact that the current King County capital facilities budget is really a percentage taken out of their operational budget.

For purposes of fiscal and environmental analysis, concepts for Civic Center size and location were developed and are included in **Appendix E**. However, the Downtown Plan focuses upon identifying Civic Center criteria, rather than specific designs or locations. The Civic Center Study results would be considered siting in the future by the City Council as Civic Center siting and design decisions are made.



## NORTHWEST QUADRANT ALTERNATIVE CONCEPTS

Based upon the Comprehensive Plan direction and Guiding Principles, as well as the Market and Civic Center analyses, alternative master plan scenarios for the Northwest Quadrant were prepared (see **Appendices E and F**). The purpose of these Alternatives was to highlight different scales and intensity of development and different relationships between significant land uses including retail, housing, civic uses, and parking, in order to:

1. Conduct fiscal analysis regarding the feasibility of different land uses, and
2. Conduct environmental review on the different mixes of uses and development levels.

While the Alternatives tested a mix of land uses, the variables between them were largely the location of the Civic Center, and to a lesser extent, circulation patterns since the arterial structure is largely set. Ultimately, upon fiscal and environmental review and in consideration of public comment regarding how future siting locations may impact businesses and properties requiring more review, Civic Center location criteria were developed and applied to eight different possible Civic Center locations (see **Figure 6**) rather than focusing on the original four Northwest Quadrant Alternatives:

- **Alternative A** – This Alternative highlights residential uses in areas north of NE 181st Street with civic, Park-and-Ride, and commercial uses concentrated between SR-522 and NE 181st Street. It creates a new extended 67th Avenue NE from NE 181st Street to NE 182nd Street. Additional green spaces are provided in association with the residential uses and along streets, while public plazas are primarily associated with the civic uses.
- **Alternative B** – This Alternative emphasizes commercial development along SR-522, and civic uses north of NE 181st Street including a civic center, Park-and-Ride, and performing arts center. Residential uses would be solely located in the existing Park-and-Ride area. Circulation changes would include a cul-de-sac in the civic center area, doubling as a public plaza for events; a substantial pedestrian accessway would connect the civic area with the residential area above. Trees and planting strips would be emphasized along the streets.
- **Alternative C** – This Alternative has a vision for greater commercial activity, with focused commercial activity along SR-522 and NE 181st Street. Civic uses are located on the north side of NE 181st Street, while the Park-and-Ride is located along SR-522. Residential is primarily located in the existing Park-and-Ride location. The circulation system is the same as proposed in Alternative A with a new extended 67th Avenue NE from NE 181st Street to NE 182nd Street. As with Alternative B, greenery is found along the streets. The public plaza is oriented to the civic center, and mirrored in the commercial area immediately adjacent.
- **Alternative D** – The distinguishing characteristic of Alternative D is an alternative circulation system emphasizing NE 181st Street and creating a “superblock” bounded by SR-522, NE 181st Street, 65th Avenue NE, and 68th Avenue NE. The Alternative assumes a northward alignment of NE 181st Street and closes 67th Avenue NE between SR-522 and NE 181st Street. This “superblock” would contain commercial, civic, Park-and-Ride, and public plaza uses, with limited residential units. The public plaza is greater in size than in other alternatives. The balance of the development would largely be residential north of NE 181st Street.
- A fifth alternative (**Alternative E**) was developed following public input in July 2002 to show a possible variation of a Civic Center on the Park-and-Ride Lot. A mix of uses could occur in the remaining portion of the Northwest Quadrant consistent with the zoning. This alternative was conceptualized (see **Appendix F**) to show how a Civic Center could be accommodated with less

impact to existing businesses and on property found in the Fiscal Analysis (below) to be less expensive in land value.

In addition to the five more detailed alternatives described above, three alternatives were considered in broad concept to help evaluate other locations discussed in public comment:

- **Alternative F**, along the east frontage of 68th Avenue NE, north of SR-522.
- **Alternative G**, at 73rd Avenue NE and NE 181st Street, reviewing an original Comprehensive Plan Alternative.
- **Alternative H**, LakePointe site in the Southwest Quadrant of 68th Avenue NE and SR-522.

Any of the Alternatives, when considering zoning classifications, design standards, civic use locations, and potential road network improvements, may result in a different building configuration than is found today, emphasizing structured parking and buildings addressing the street for a more urban form and pedestrian orientation. It is assumed that development similar to these Alternatives would rely on large part with market forces and private property owner decisions, although incentives, civic investments, and regulations promoted by the City may encourage such redevelopment. Ultimately, the City's zoning code and development standards provide for a range of possible uses and development styles, and this would guide any future development applications. All alternatives assume commercial development, which may house existing businesses as well as new businesses.

### **Financial Analysis**

In Spring 2002, after Planning Commission review of Alternatives and City Council briefings, a financial feasibility analysis of the originally developed Northwest Quadrant Alternatives A to D was conducted.

**Table F** compares the alternatives' statistics studied in the Financial Analysis, while Alternative concepts are shown in **Appendix E**.

**Table F. Northwest Quadrant Alternatives Statistics**

	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>
Site Area (Acres)	17.8	17.8	17.8	17.8
Gross Building Area (SF)				
Residential	586,708	220,920	404,127	729,115
Retail	113,960	110,400	246,200 – 247,100	121,550 – 122,200
Office	26,500 – 37,190	21,500	12,200	27,168
Civic	46,500	54,500	54,500	46,500
Performing Arts		50,000		
Housing Units	450	205	380 – 390	652
Parking Spaces				
Surface	101	406	175	0
Structured*	1,310	783	1,587	1,671
*Includes 200 Park-and-Ride				
Plaza Area (SF)	41,500	64,575	38,974	19,874

Source: Arai/Jackson Architects & Planners

Notes: Where ranges are shown, these are the differences in statistics of Alternatives based on small revisions to the alternatives as they progressed through review from preliminary to draft. Generally, the financial proforma analysis reviewed the lower numbers while the transportation analysis for supplemental environmental review analyzed the higher numbers.

SF = square feet

The purpose of the financial analysis was to demonstrate the feasibility of development in the Kenmore Downtown Area, or to identify the economic conditions under which development would be feasible. The financial analysis is contained in **Appendix E**.

The feasibility analysis compares the expected developer profit to the cost of development for each project component. In the case of rental projects, the developer profit is calculated as the capitalized value of the stabilized annual rental income stream, less the total development cost. In the case of condominium sales, the profit is calculated as the difference between sales proceeds and development costs. A project is considered feasible if developer profit falls in a range of 10 to 25 percent of development cost.

The analysis further provides an estimate of the necessary conditions for a project to be feasible with respect to three key assumptions – rent or sale price, building cost per square foot, and land price per square foot.

The projections were prepared for each of five areas within the Downtown as shown on **Figure 7**.

Area 1 – The existing Park-and-Ride site.

Area 2 – The area between 181st and the Park-and-Ride, west of 67th (City Hall area).

Area 3 – The area between 181st and the Park-and-Ride, east of 67th (Kenmore Village).

Area 4 – The area between 181st and SR-522 west of 67th.

Area 5 – The area between 181st and SR-522, east of 67th.

The feasibility findings vary across uses and areas. The analysis of the four original Alternatives A to D supports the following general conclusions:

- Residential development shows strong financial performance. Condominiums show higher returns than rental projects, and townhouses show higher financial returns than flats. A mix of unit types will be necessary to meet the market demand.
- Office and most retail uses do not generate developer profit at prevailing rates if parking must be provided in a structure. An option would be to consider shared parking with public parking facilities.
- The cost of land acquisition in Areas 4 and 5 make it difficult to achieve necessary feasibility conditions for virtually any private use. This cost will also contribute to overall higher costs for any public uses. Possible approaches to this issue would include methods to assemble property and increase density.
- The relatively low land acquisition cost at the existing Park-and-Ride makes the residential projects there attractive. Rental projects could be feasible with rental rates that are within realistic expectations for the next three to five years.

Although not specifically analyzed in the financial report, Alternative E assumes a Civic Center on the existing Park & Ride in the Northwest Quadrant. Comments from the Fiscal Analysis about this property include that there is a relatively low land acquisition cost making private proposals such as residential attractive, and likely meaning that public use development would be less expensive due to lower land costs. The Park & Ride site is less likely to need public investment to be developed, making it somewhat less attractive as a site for public investment.

The above conclusions were considered in the strategies of the Downtown Plan, such as removing automatic structured parking requirements, encouraging shared parking, encouraging property

consolidation, and allowing for density in the Northwest Quadrant without requiring density bonuses. **Table H**, and Section II of this report reflect these strategies that are part of the Downtown Plan.

## **Environmental Analysis**

As part of the Downtown Plan process, an environmental analysis was prepared to address the potential environmental impacts of the Downtown Plan and is available under separate cover. To help address potential traffic and utility impacts in the Northwest Quadrant which may see the most redevelopment over time in the area north of SR-522, focused traffic and utility analysis was prepared of the four Northwest Quadrant Alternatives A to D. Because the use allowances in the area, like any other area of the City, would be governed by the zoning, and because the traffic analysis is based on the overall subarea and review a range of assumptions, it is likely that Alternative E or other options would have similar conclusions.

Since the Downtown Plan has evolved from the Comprehensive Plan, the results of the March 2001 Comprehensive Plan Final Environmental Impact Statement (EIS) still basically apply. Supplemental analysis in the areas of traffic, and water and sewer was conducted by Bucher, Willis, and Ratliff Corporation in June 2002. This section summarizes the supplemental traffic and utilities analysis.

### *Traffic and Circulation*

Roads serving the Downtown vicinity include SR-522, 68th Avenue NE, 65th Avenue NE, and NE 181st Street, which are designated arterials in part or in whole. Remaining streets are local streets. Year 2000 levels of service (LOS; measures of delay at intersections) for the PM peak hour have been calculated as follows:

- NE 181st Street/68th Avenue NE: LOS A, 6-second delay.
- NE 181st Street (Rite Aid)/68th Avenue NE: LOS A, 7-second delay.
- NE 181st Street/65th Avenue NE: LOS A, 9-second delay.
- 65th Avenue/SR-522: LOS F, 90-second delay.

Since the Northwest Quadrant Master Plan concepts provide more specific ranges of land uses than the Comprehensive Plan, a review of transportation and circulation was conducted for the following purposes: confirming that adopted level of service standards can be met; assessing the adequacy of improvements in adopted capital facility plans; and comparing the circulation consequences of the alternatives. Concept Alternative C was determined to exceed the Comprehensive Plan traffic analysis by approximately 600 trips. In order to analyze the worst-case impacts of the proposed development scenarios Alternative C was selected for further analysis.

## **Levels of Service**

Using trip generation and trip distribution results, the traffic model was used to project traffic impacts. Results show that the intersection level of service (LOS) at 68th Avenue NE and NE 181st Street would remain relatively constant between the two analysis periods (years 2000 and 2020) despite traffic volume increases. This is due to the realignment of the intersection and the widening of NE 181st Street to provide a left turn pocket.

The LOS at the NE 181st Street and 65th Avenue intersection is projected to deteriorate to LOS F, which is below the City of Kenmore's acceptable LOS of D for Minor Arterials. The same would occur under the original Comprehensive Plan land use assumptions. Improvement options were analyzed and a "round about" may be the least expensive solution depending on available right-of-way. Installation of a signal would also resolve the LOS issue. These improvements have been incorporated as part of the implementation strategies of the Downtown Plan in **Table H** later in this Plan.

The LOS at the Bothell Way and NE 65th Street intersection is projected as F, consistent with current conditions and either the Comprehensive Plan land use assumptions or Alternative C. Since Bothell Way is a Highway of Statewide Significance local concurrency standards would not apply. This conclusion is similar to conclusions reached in prior environmental review. In the Comprehensive Plan EIS, Bothell Way was found to be at LOS F for all studied intersections under current conditions as well as future conditions.

### **Site Circulation and Access**

Alternatives A and C provide a north/south roadway (67th Avenue NE extended) bisecting the development allowing access or departure from either end, which provides superior access to the other alternatives. Nearly all of the development may be reached from this road. This is especially important for emergency services. Parking garages and surface lots could have access from two streets, improving access and reducing circulation on adjacent streets.

Alternative B provides a turnaround at the north end of the area to avoid commercial traffic exiting to the north through the future multifamily area. The street configuration will result in similar congestion along NE 181st Street to Alternative C, as access to parking garages is limited to NE 181st Street. The north/south roadway would have less traffic than Alternatives A and C and lower speeds, as it will be used primarily for load and unload.

Alternative D will be the most difficult for site access. The closing of streets for large open malls will place all of the circulation and access on NE 181st Street and SR-522, increasing congestion on these roadways over the other alternatives. A positive outcome is the relocation of the NE 181st Street and 68th Avenue NE intersection, which will increase vehicular storage distance north of Bothell Way.

### **Circulation Improvements**

In summary, the following transportation improvements or requirements would apply to the Alternatives reviewed:

- The four reviewed alternatives will require improvements at the intersection of 65th Avenue NE and NE 181st Street. The measures to be employed will require more site-specific analysis. Circulation options were analyzed and a "round about" may be the least expensive solution depending on available right of way. Installation of a signal would also resolve the LOS issue.
- The medians in Alternatives B and D will need to be modified to provide left turn lanes at intersections. This would be addressed through future design studies and City road standards would be applied.
- Driveway locations will be determined when specific site plans are proposed. Generally, they should be as far as possible from intersections, minimally 100 feet, and high pedestrian activity areas. This would be addressed through future design studies and City roadway and driveway standards would be applied.

### *Utilities: Water and Sewer Service*

The Northshore Utility District provides water and sewer service. The March 2001 Comprehensive Plan EIS identified that the Northshore Utility District water and sewer plans assumed lower growth in the City than the Comprehensive Plan, and recognized further coordination was needed. It was noted that concentrating growth Downtown could minimize the need to add new distribution or removal facilities, but that utility line sizes may need to be increased Downtown depending on location of the growth in relation to local lines. The Northshore Utility District was provided copies of the Northwest Quadrant Alternatives A to D for purposes of determining adequacy of water supply, fire flow to the area, and wastewater treatment, as well as impacts to location of water and sewer lines.

Generally speaking, there is adequate capacity for water supply, fire flow, and wastewater treatment capacity based the range of uses reviewed; if uses are significantly different in the future, reanalysis would be needed. The potential relocation/addition of streets, and potential reorganization of buildings in the Alternatives may impact the location of water and sewer lines and result in a need for their relocation. Alternative B would require the least amount of sewer and water line relocation, while Alternative D would require the most. Sewer and water line relocations are typically the responsibility of the developer. Utility District coordination is part of the March 2001 Comprehensive Plan policies, and is further reinforced as an Implementation Strategy in **Table H**, later in this report. Additional review would occur at a project-specific level. The conclusions and policies of the March 2001 Comprehensive Plan are still applicable.

### **CIVIC CENTER LOCATION CRITERIA**

The Civic Center Alternatives reviewed were intended to show possibilities that would meet the intent of the Comprehensive Plan for civic investment that could spur private investment, but not final outcomes. Rather than “choosing” an alternative prior to more in-depth consideration of the range of issues including public investment value, achievement of a balance of City goals, impacts to current site users, and many other factors, this Downtown Plan proposes Civic Center criteria addressing location, public investment, business revitalization, public spaces, and the environment. The criteria will assist the City Council in making a siting decision, and enable the City Council to consider a wide range of sites, consistent with the Downtown Plan, selecting the best site at the time the decision is ready to be made.

The Civic Center criteria adapt and update key Guiding Principles as Civic Center Criteria, but are more specific to the Civic Center issue to be a useful tool. To help review and evaluate the criteria, eight locations were reviewed in comparison to the criteria:

- Alternatives A through D in the Northwest Quadrant
- Alternative E on the Park and Ride site in the Northwest Quadrant
- Alternative F, along the east frontage of 68th Avenue NE, north of SR-522
- Alternative G at 73rd Avenue NE and NE 181st Street (reviewing an original Comprehensive Plan alternative)
- Alternative H, LakePointe site in the Southwest Quadrant of 68th Avenue NE and SR-522.

Alternatives E to H consist of other sites recommended to be reviewed through citizen comment in Summer and Fall 2002. **Figure 6** shows the relative locations of the various potential Civic Center

locations reviewed. The Planning Commission's analysis matrix of the eight locations with respect to the proposed Civic Center criteria is found in **Appendix F**. These eight locations are not meant to be all-inclusive, and if other sites are identified, they could be evaluated with the criteria.

### **Downtown Civic Center Criteria**

#### *Location*

- Locate the Civic Center facility at a highly visible and/or accessible location, if possible taking advantage of view corridors to Lake Washington. The facility should provide long-term expansion potential and opportunities for private use of public space. Additional potential civic uses should be considered. The facility should be prominent, distinguishable and visually attractive. (Guiding Principles)
- Locate the Civic Center facility (including City Hall, a Community Center and Library) in the Northwest Quadrant to provide the greatest stimulus to redevelopment. (Guiding Principles) If there is a truly unique opportunity in another quadrant of the Downtown that would meet the balance of the Civic Center criteria it should not be ruled out.
- When locating the Civic Center, consider future planned adjacent land uses and allow for the creation of an attractive, mixed use, center in the surrounding environs. The location should allow the City to promote other City goals for land use, circulation, environmental protection, public service delivery, and others.
- The site should promote multi-modal access to the Civic Center by transit, pedestrians, and automobiles.
- Give priority consideration to public purchase of parcels in the Northwest Quadrant where desired private investment is least likely to occur. (Guiding Principles) Public investment may include purchase, long-term lease or other owner/tenant options.
- In selecting the civic center location, give priority consideration to sites on the market, or identified as suitable for redevelopment by the property owner, as part of a negotiated process.

#### *Public Investment*

- Coordinate public and private investment to achieve optimal leverage of public funds. (Guiding Principles)
- Priority consideration shall be given to public investments that promote future private investment.
- Recognize costs of a Civic Center may vary by location. The allocation of public funds should strive for efficiencies and value in the selection of a Civic Center location.
- Attentively review public comments including the level of support and acceptance of Civic Center proposals, which are intended to create a mixed-use vital central community gathering place.
- Attentively review Downtown business and property owner comments including the level of support and acceptance of Civic Center proposals, which are intended to be a catalyst to existing and future business.

### *Business Revitalization*

- Promote the revitalization and expansion of business and retail compatible with the character of the Downtown districts. Encourage businesses that draw patrons during both the day and evening. Provide an adequate mix of on street, surface, and structured parking, and encourage shared parking options. (Guiding Principles)
- Redevelopment plans as part of a Civic Center should be encouraged to address the needs and interests of existing businesses. Assistance with relocation, redevelopment, or business expansion as appropriate should be provided to existing businesses.

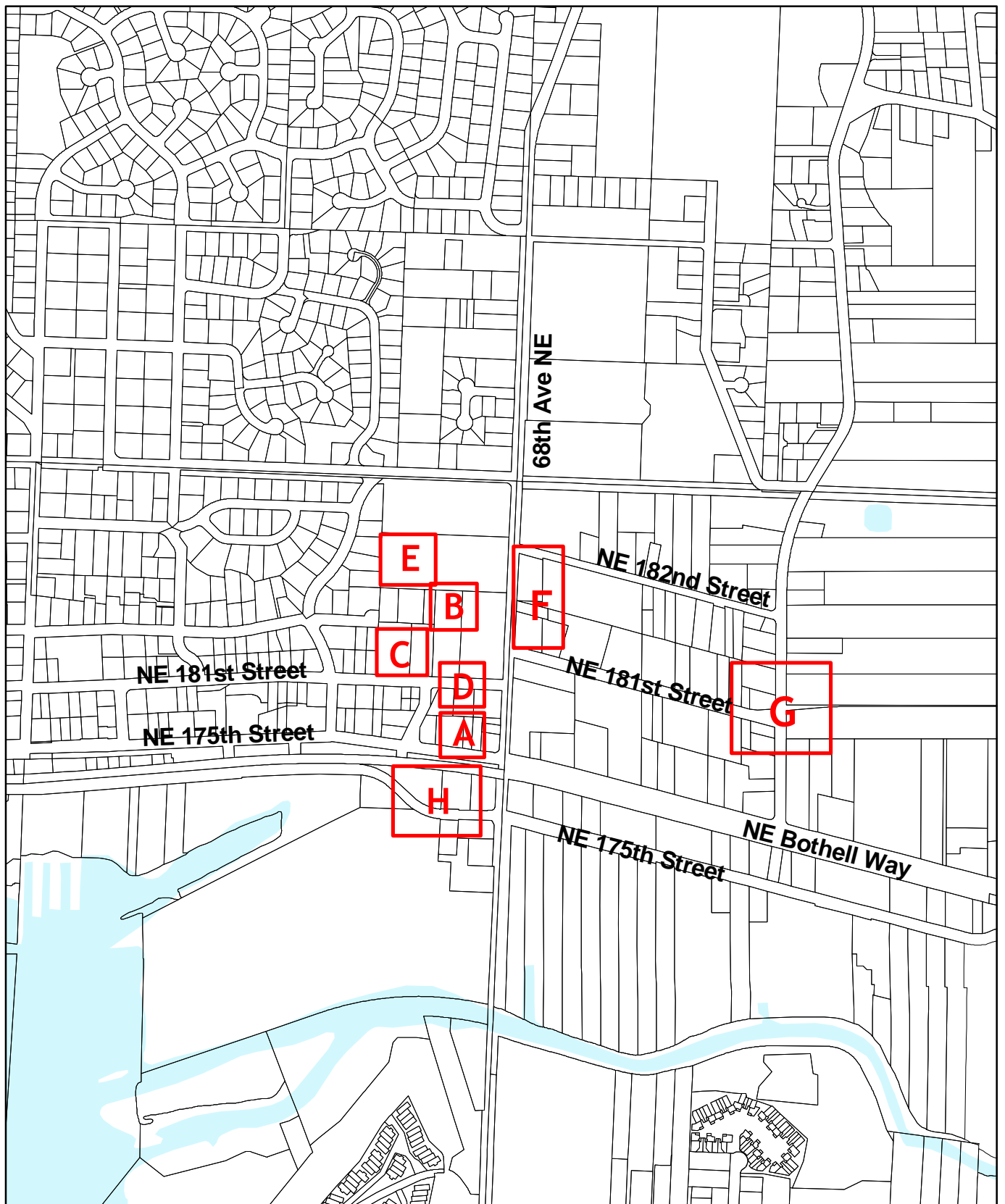
### *Public Spaces*

- Give priority to creating indoor and outdoor public spaces, promote community activities meeting the needs of a range of ages and interests. Outdoor spaces should include plazas, parks, and public green spaces. (Guiding Principles) Encourage the efficient use of space and shared uses where appropriate.
- A large, functional, open, outdoor space should be created to function as a focal point and “public square,” providing opportunities for public and private gatherings. (Guiding Principles)

### *Environment*

- Integrate and manage Downtown development to support sound ecological principles by responding to natural landforms, providing stormwater management, improving water quality, and retaining and adding green spaces. (Guiding Principles)





## Civic Center Location Alternatives Reviewed

### Legend

- Civic Center Locations Reviewed

This map is intended for planning purposes only and is not guaranteed to show accurate measurements.

Source: King County GIS Center, Jones and Stokes.



April 2003

250 0 250 500 750 Feet



Jones & Stokes

**Figure 6**





## Financial Analysis Areas

This map is intended for planning purposes only and is not guaranteed to show accurate measurement.  
Source: Property Counselors



Not to Scale

April 2003

**Figure 7**



## 5. CIRCULATION FRAMEWORK

### OVERVIEW- GENERAL CIRCULATION PLAN ALL QUADRANTS

The Downtown sub-element of the Kenmore Comprehensive Plan identifies a Downtown Circulation Concept presented in **Section I-1, Introduction** (see **Figure 3**) of this document, highlighting the following features:

- Loop road system around intersection of 68th Avenue and SR-522: NE 181st Street, 65th Avenue NE, LakePointe Way (future), LakePointe Way/NE 175th Street, 73rd Avenue NE
- Walking paths/trail loop around Downtown
- Increased public access and pedestrian links to shorelines, parks, schools, and other points of interest
- Pedestrian links throughout city center
- Pedestrian bridge(s) crossing SR-522
- Large blocks broken up with pedestrian walkways
- Existing street pattern remains with revisions of intersections at:
  - 65th Avenue NE and NE 181st Street
  - 68th Avenue NE and NE 181st Street
  - 68th Avenue NE and NE 175th Street
  - NE 181st Street and 73rd Avenue NE
- Sidewalks and street trees added throughout.

Although not depicted on the Circulation Plan but emphasized in policies, it is assumed that a multi-modal Transit Hub would be developed, most likely in the Northwest Quadrant of the 68th Avenue NE and SR-522 intersection.

The analyses of various Northwest Quadrant land use concepts presented in **Section I-4** generally reinforce this Circulation framework. The recommended zoning addressed in **Section II** also indicates the types of allowable uses, which affects the experience of a street. In this **Section I-5**, the character and quality of the streetscape is presented in conceptual fashion, and street design criteria recommendations are summarized. Similar to the Civic Center criteria, the street criteria are intended to guide design, but the actual function and alignment of streets would be part of future City decision-making processes.

## STREET CHARACTER NORTH OF SR-522

In reviewing the Downtown Planning vicinity, particularly the Northwest Quadrant, and the functions of streets, the following kind of distinctions/characterizations may be made between streets in the Downtown<sup>3</sup>:

- SR-522 – This regional arterial roadway has/will have a primarily commercial character. The Comprehensive Plan identifies this road as a priority pedestrian and bicycle route.
- NE 181st Street – This Minor Arterial is part of the Downtown Loop Road that provides a key access to the Downtown and allows for community movement around the intersection of SR-522 and 68th Avenue NE. It is, along with the other portions of the Downtown Loop, considered a priority bicycle and pedestrian route in the Comprehensive Plan. West of 68th Avenue NE, the street front would primarily have a commercial character. East of 68th Avenue NE, there may be more of a residential character to the street front as infill occurs.
- NE 182nd Street – This is a local street intended to have a primarily residential character.
- 65th Avenue NE – This completes the Downtown Loop Road following from NE 181st Street and would have a predominantly commercial character along its brief extent. It is, as part of the Downtown Loop, recognized as a priority pedestrian and bicycle route.
- 67th Avenue NE (as extended) – This newly extended local street or pedestrian connection will transition from a commercial character to a residential character, consistent with the zoning districts.
- 68th Avenue NE – This through street will largely move traffic through the Downtown area, and will transition from a commercial character to a residential character, consistent with the zoning districts. 68th Avenue NE is designated a priority pedestrian route in the Comprehensive Plan.
- 73rd Avenue NE – This Minor Arterial is part of the Downtown Loop Road, providing for local community movement around SR-522. It is considered a priority bicycle and pedestrian route in the Comprehensive Plan. From SR-522 to NE 181st Street, it has a predominant commercial character.

Based on the above proposed characterizations, the primary street frontages where one would find commercial activity predominate include:

- SR-522
- 68th Avenue NE
- NE 181st Street west of 68th Street
- 65th Avenue NE
- 67th Avenue NE, from SR-522 to NE 181st Street
- 67th Avenue NE, north of NE 181st Street – if extended as a public or private street or pedestrian walkway

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<sup>3</sup> Where a commercial character is indicated this may also include mixed use structures with ground-floor commercial.

- 73rd Avenue NE from SR-522 to NE 181st Street.

Zoning requirements in these locations would reinforce the commercial character by requiring 80% of the ground floor frontage to be occupied by commercial/non-residential uses.

**Figure 8** depicts the above street characterizations.

## **CIRCULATION ELEMENT**

The future circulation system is defined in this element to ensure its development as a walking precinct through a combination the following elements:

1. Northwest Quadrant circulation diagram of known circulation features (**Figure 9**)
2. Northwest Quadrant street design criteria, which identify recommended pedestrian design elements (**Table G-1**).
3. Written locational criteria for pedestrian walkways for properties subject to Design Standards in **Section III**, which will be built as development occurs.
4. Design guideline requirements for pedestrian walkways for properties subject to Design Standards (See Design Guidelines, **Section III**).

### **Circulation Diagram – Northwest Quadrant**

The circulation diagram is based upon the downtown circulation diagrams from the Comprehensive Plan and on the Northwest Quadrant alternatives developed for fiscal and environmental review (see **Section I-4 and Appendix E**). It identifies the location of the circulation elements (streets and pedestrian walkways), which are known at the time of plan preparation. Criteria for street design are identified below in **Table G-1**, Street Design Criteria Matrix and in the text below. Design criteria for pedestrian walkways are located in the design guidelines. Criteria for the location of future pedestrian walkways are also located in the text below.

### **Street Design Criteria– Northwest Quadrant**

**Table G2** below identifies street design criteria for the Northwest Quadrant streets and pedestrian walkways, and **Table G2** provides a priority list in the cases where all desired features cannot be accommodated due to financial or physical feasibility. The Street Design Criteria Matrix provides direction for design of the downtown circulation system including all planned walking environment facilities. The Street Design Criteria text provides additional detail regarding the intent for the design of the downtown circulation system needed to create a cohesive walking and circulation system throughout the Northwest Quadrant and which also create links to the adjacent areas.

**Table G-1. Street Design Criteria Matrix—Northwest Quadrant**

ELEMENTS	STREETS					
	SR-522	181st	68th	67th[a]	182nd	65th
Arterial Through Streets	●	●	●			●
Local Streets				●	●	
Pedestrian Walkways				●		●
Minimum 10' sidewalks [b] [f]	●			●	●	●
Need easement to widen 8' sidewalk [c]		●	●			
On-Street Parking [g]		●		●	●	
Street Trees	●	●	●	●	●	●
Special Sidewalk Paving	●	●	●	●	●	●
Special crosswalk treatment [d]	●	●	●	●	●	●
Bicycle Lanes [g]		●	●		●	●
Pedestrian Bridge [e]	●					
<p>[a] 67th may connect 181st and 182nd as a local public street, private street, or pedestrian walkway</p> <p>[b] Recommended minimum width for downtown sidewalks with street trees, see attached text</p> <p>[c] Minimum 2' easement to increase sidewalk width, which is 8' in SR-522 pre-design report, see text below. The City Engineer shall determine if an additional 2-foot easement is needed to create a minimum 10-foot pedestrian area for consistency and accessibility by existing or projected pedestrian use levels.</p> <p>[d] See text for details</p> <p>[e] Location to be determined, see text below</p> <p>[f] On SR-522, sidewalk width would be 8' <u>and</u> there would be a 4' planter strip.</p> <p>[g] Bicycle lanes and on-street parking may not be possible within current or projected rights-of-way along all segments of roads. See priority discussion in <b>Table G-2</b> regarding the choice between bicycle lanes and on-street parking and the feasibility of either feature.</p>						

Source: Arai/Jackson Architects & Planners; Berger/ABAM Engineers

**Table G-1** above provides the full list of desired streetscape improvements, by street in the Northwest Quadrant. Because during the street design process, feasibility and cost may result in the need to make some choices, the following priority list in **Table G-2** is developed for the street components when a choice must be made.

**Table G-2. Vehicular and Pedestrian Area Priorities**

<b>Vehicular Travelways:</b> In terms of vehicular travelways, the following priorities are established.
<ol style="list-style-type: none"> <li>1. Travel Lanes.</li> <li>2. Turn Lanes or Turn Pockets, where needed for arterial function, designed with appropriate median treatments per City design programs.</li> <li>3. On-street Parking or Bicycle Lanes. If either on-street parking or bicycle lane features are able to be accommodated along a given segment, the choice between on-street parking and bicycle facilities should favor on-street parking where alternative parallel bike routes are possible.</li> </ol>
<b>Pedestrian Areas.</b> In terms of pedestrian areas, the following priorities are established:
<ol style="list-style-type: none"> <li>1. Sidewalk width because it is more difficult to move the “curb line” later.</li> <li>2. Street Trees, to buffer pedestrian.</li> <li>3. Special Crosswalk Treatment.</li> <li>4. Special Sidewalk Paving.</li> </ol>



### *Sidewalk Width and Function*

Ten feet is the minimum sidewalk width, which will meet the Downtown Plan intent for the safety, comfort, and identity of the walking environment. Within the 10' sidewalk, the 4' between the curb and walking area will be used for the location of street trees, sign poles, transit stops, and other street furniture such as trash cans and other elements (See **Figure 10**). This 4' area will be used to organize streetscape elements in a visually and functionally cohesive manner and will buffer pedestrians from moving traffic. A 6' wide section will be left clear for walking between the private property line and the 4' area adjacent to the curb. Tree grates may extend into the 6' walking area.

### *Special Sidewalk Paving*

Special paving is recommended to develop downtown sidewalks, pedestrian walkways, and public spaces into a cohesive, whole walking environment, and to create visual identity and clearly delineate all walking areas. Special paving is recommended on all downtown sidewalks and crosswalks.

The preferred paving material is one standard concrete unit paver material (i.e. bricks or masonry units) which are compatible with the masonry building materials palette identified in the Downtown Design Standards. Other potential treatments include scored, textured or colored concrete. Construction and maintenance cost should be considered at the time of material selection.

With the use of unit pavers, special attention should be paid to materials selection and installation to ensure appropriate strength of materials, durability, and ease of repair. If designed and installed properly, the cost to design and install will not be prohibitive, and replacement and repair would be easier than with scored or colored concrete.

### *Crosswalks*

All downtown intersections and crosswalks should also be marked with special paving for safety, visibility, and cohesive identity (as identified in **Figure 9**, Northwest Quadrant Circulation Diagram). However, due to traffic volume and weight on most streets, and on SR-522 in particular, unit pavers may not be the first choice of materials for crosswalks. Crosswalk material and color should be coordinated with sidewalk material and color to ensure a cohesive walking environment.

### *Pedestrian Bridge*

The SR-522 pedestrian bridge should be located to extend from active buildings to ensure round the clock access, safety, and usage. The preferred location for the SR-522 pedestrian bridge is anchored at the ends by civic buildings or a parking structure. See Design Standards, Pedestrian Bridge, **Section III** for additional design requirements.

## **Pedestrian Walkways Locational Criteria – Properties Subject to Design Standards**

For the purposes of breaking up large blocks, and to avoid the need for pedestrians to travel the perimeters of blocks on foot, the following pedestrian walkway locational criteria are recommended:

### *Northwest Quadrant*

1. Proposed pedestrian walkways are identified on **Figure 9**.

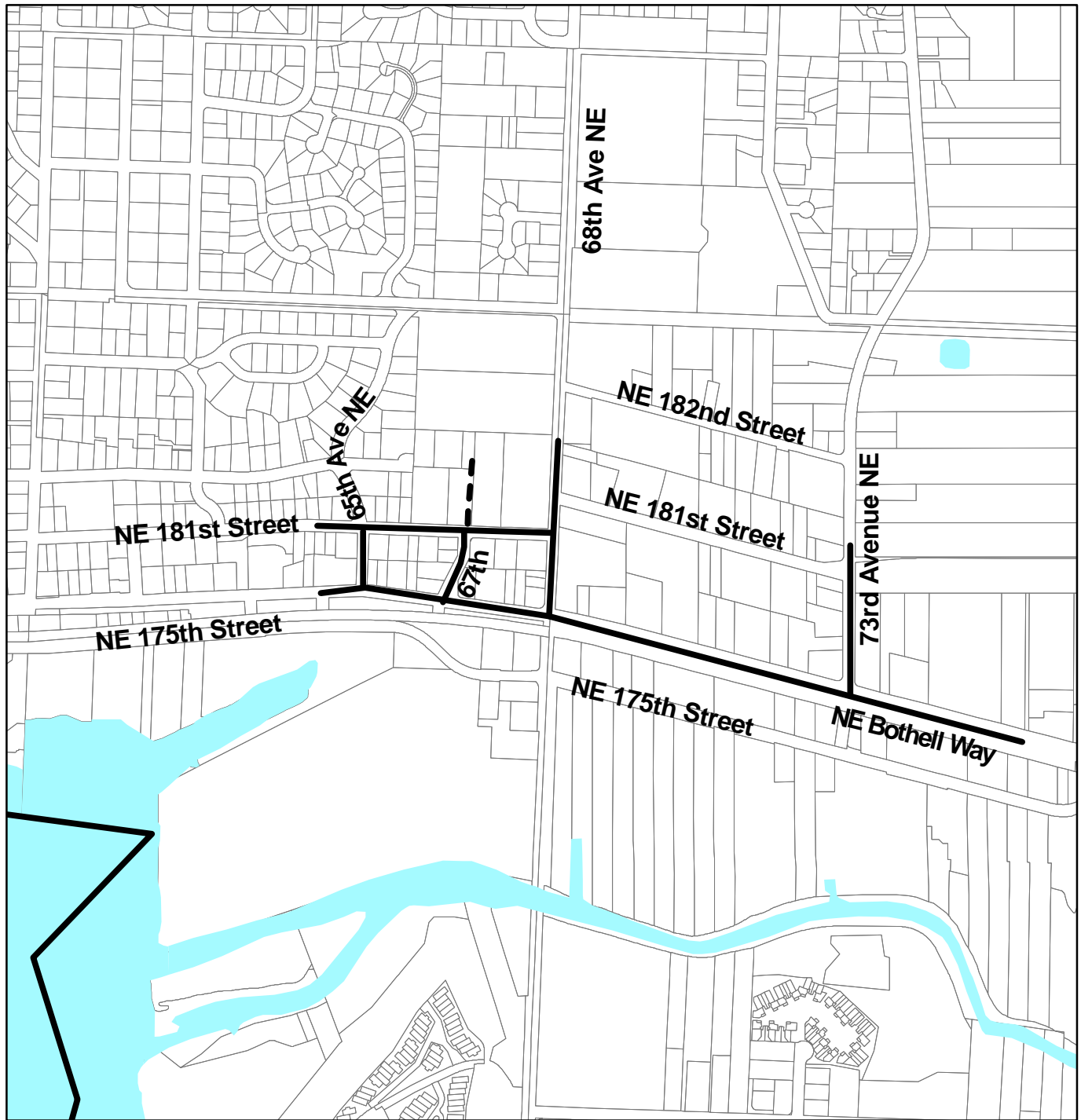
2. In areas not identified on the Circulation Diagram, **Figure 9**, one pedestrian walkway shall be provided for an average of every 300' or less of street frontages in the north-south and east-west directions to create a linked pedestrian walkway system around and through the Northwest Quadrant. Distances may vary from exactly 300' to accommodate linking adjacent developments on a case-by-case basis. (The 300' dimension equates roughly to the pedestrian walkways in Alternative A, **Appendix E**).
3. Public spaces shall be linked to adjacent streets and developments.
4. Exact locations of pedestrian walkways shall be determined at the time of development to accommodate linkages between adjacent developments.

#### *Northeast Quadrant*

1. Northeast Quadrant: In the Northeast Quadrant, one pedestrian walkway shall be provided between the north and south ends of the property, spaced an average of every 300' or less of street frontages. The walkway must connect with walkways located on other properties established in accordance with this condition. Distances may vary from exactly 300' to accommodate linking adjacent developments on a case-by-case basis. The Comprehensive Plan Downtown Circulation Concept shall be a general guide to priority pedestrian links.
2. Public spaces shall be linked to adjacent streets and developments.
3. Exact locations of pedestrian walkways shall be determined at the time of development to accommodate linkages between adjacent developments.






#### **Corner Features – Properties Subject to Design Standards**

Locations where corner features are required in the Northwest Quadrant are shown on the Circulation Diagram, **Figure 9**. Corner treatments are required on all corners of vehicular streets in the Northwest Quadrant (SR-522, 181st, 182nd, 67th, and 68th) to allow for comfortable pedestrian queuing space. Other properties subject to Design Standards would also provide corner treatments at intersections of streets and pedestrian walkways per the Design Standards in **Section III**. Special corner treatments will “hold down” street corners by creating a special architectural feature or place. Such treatments will contribute to the overall whole of downtown as a “place” by specifically marking its entries and stopping points. Refer to **Section III**, Building Design, for Corner Feature requirements.



## Commercial Street Character

### Legend

-  City Boundary
-  Parcels
-  Water Body
-  Future Pedestrian or Street Linkage (Conceptual)  
with Predominant Commercial Frontage
-  Predominant Commercial Street Frontage



April 2003

250 0 250 500 750 1000 1250 Feet

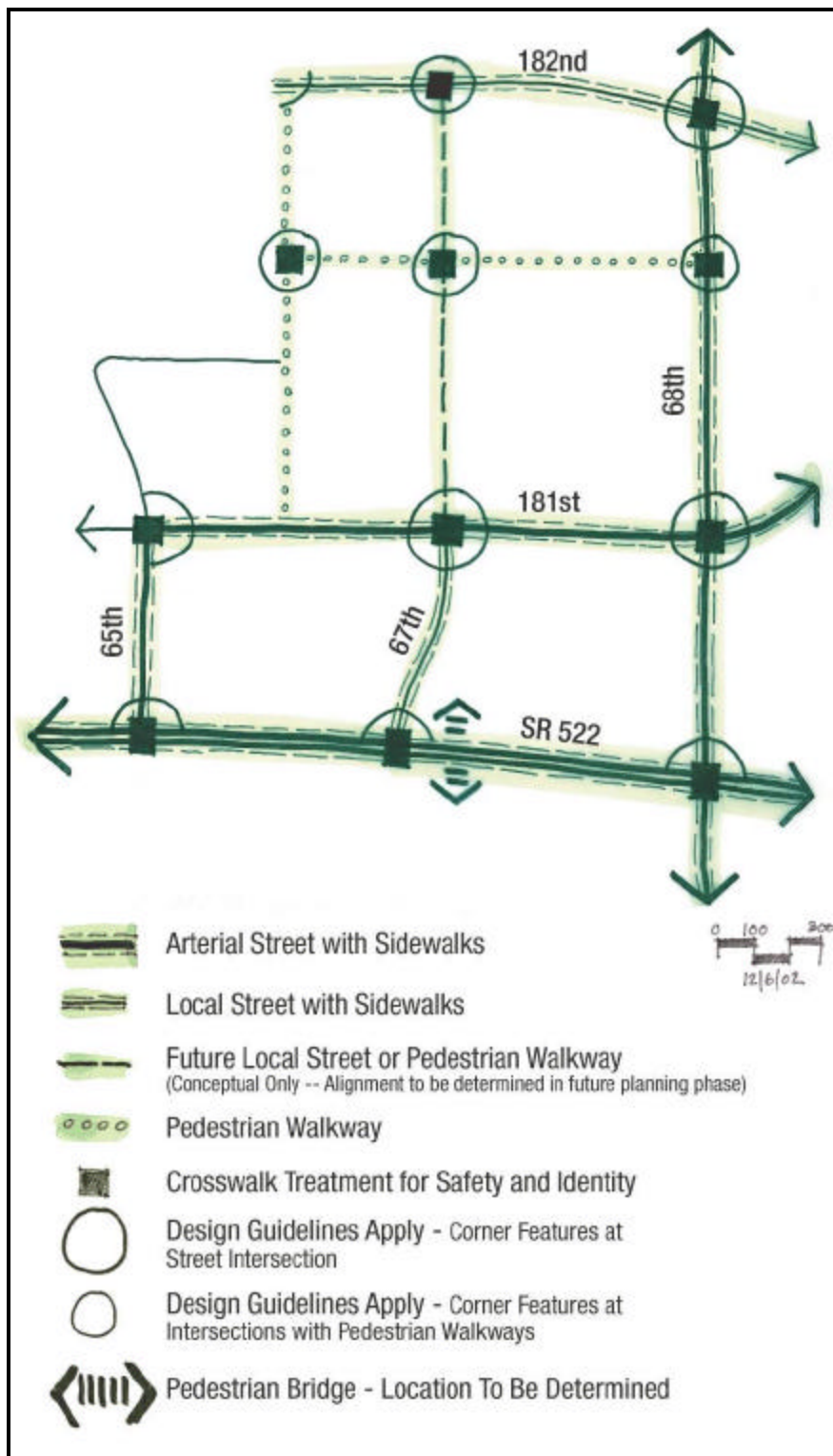


 Jones & Stokes

This map is intended for planning purposes only  
and is not guaranteed to show accurate measurements.  
Source: King County GIS Center, BWR Corp.

Figure 8





## Northwest Quadrant Circulation Plan

This map is intended for planning purposes only and is not guaranteed to show accurate measurement.

Note: Signals at pedestrian crossings will be evaluated on a case-by-case basis.

Source: Arai/Jackson Architects and Planners  
& Berger/ABAM Engineers

Not to Scale

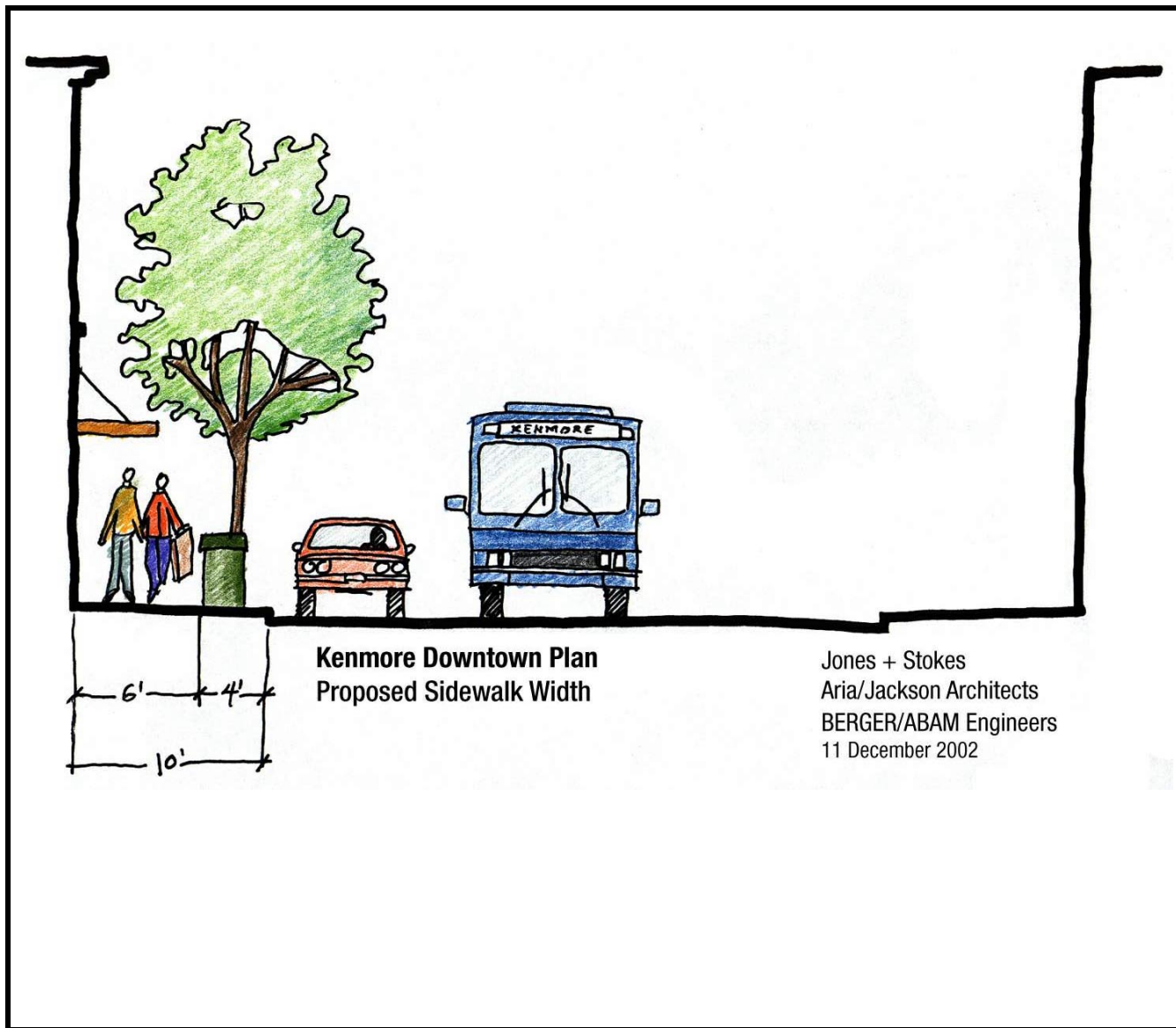


April 2003



**Figure 9**





## Sidewalk Cross-Section

This map is intended for planning purposes only and is not guaranteed to show accurate measurement.



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Not to Scale

April 2003

**Figure 10**





## 6. IMPLEMENTATION STRATEGIES – OVERVIEW

Implementation strategies are an identification of key actions or activities that, if pursued, would further the concepts found in this Downtown Plan, and may be essential to success of the overall Plan. This Downtown Plan addresses two categories of Implementation Strategies: concurrent implementation strategies, and near-term or long-term implementation strategies.

### CONCURRENT IMPLEMENTATION STRATEGIES

Two key regulatory measures would be implemented concurrently as the Downtown Plan is adopted, to ensure that land use and site and building design create a Downtown meeting the community vision: zoning specific to the Downtown, and design standards. Incremental development would overtime create a Downtown character that is vital, attractive and enduring. Each of these strategies are summarized below. A more detailed discussion of these measures are found in *Sections II and III* of this Downtown Plan.

#### Zoning

Zoning provides a framework for private property owners to make investment and development decisions in accordance with the vision of the City's Plans. Zoning divides land into several classifications or zones in order to identify the following types of regulations for each zone – allowable uses of a site, a structure's size (e.g. height), and a structure's location on a lot (e.g. setback standards).

In the Northwest and Northeast Quadrants, two zones have been created -- Downtown Commercial and Downtown Residential. The former emphasizes commercial uses but allows for mixed uses, and the latter primarily focuses on multifamily residential forms where the City will accommodate much of its required growth, allowing for support of commercial districts and protection of more distant single-family districts.

Most of the area would be designated Downtown Commercial which would have community-scale development on the north side of SR-522. Nearly all businesses in the Northwest Quadrant meet the Downtown Commercial zoning intent for active retail and commercial uses, e.g. pharmacy, grocery, retail shops, personal services, offices, restaurants, financial/banking, etc. Approximately 80% of Downtown Commercial businesses would be accommodated by the zone's allowable uses (i.e. permitted, conditionally permitted or existing legal). To promote a pedestrian oriented downtown consistent with the Comprehensive Plan vision, some uses such as storage facilities and auto-related uses not fronting SR-522 would not meet the zoning intent and are considered nonconforming and new uses of this kind restricted. However, the classification category of "existing legal" uses was specifically created to allow continued operation of some of these uses such as along SR-522. Tables of allowable uses are found in Section II of this Downtown Plan.

The Regional Business zone, along with Master Plan requirements is applied south of SR-522. It would have a regional scale, master planned development, with mixed use predominating.

**Figure 4** identifies the boundaries of the special districts as described in the Comprehensive Plan. The Downtown Plan has reconfigured these districts into the zoning classifications described above, which are shown in more detail in **Figures 13 and 14**, and described fully in *Section II*.

## **Design Standards**

The location, frequency and quality of buildings, parking lots, pole signs, sidewalks, crosswalks, landscaping and street trees are elements of urban form that individually and collectively determine visual cohesiveness, comfort, and pedestrian-orientation in urban areas. The Downtown Design Standards would apply to the Downtown Commercial and Downtown Residential Districts, and to RB zoned properties in Downtown that lie north of NE 175th Street, and that are not part of master plan conditions. Standards address site design and building design. The highest priority standards for new development would include elements promoting a unified urban development pattern, including building orientation and location on the site, relationship to the street, and circulation. These standards would create a character and quality of development consistent with a pedestrian-oriented Downtown. **Section III** more fully describes the recommended Downtown Design Standards.

## **NEAR TERM OR LONG-TERM IMPLEMENTATION STRATEGIES**

To implement the Downtown Plan strategies are included in the areas of Business Retention, Economic Development, Infrastructure/Services, and Regulations/Permitting. A menu of near-term and long-term strategies is provided in **Table H** and can be considered by the City Council in terms of priorities, costs, and funding to help promote the overall success of Downtown Kenmore for the entire community, businesses, and residents. Unless noted in the text, the City would implement chosen strategies.

**Table H. Kenmore Downtown Plan Implementation Matrix Tools**

ISSUE	IMPLEMENTATION STRATEGY	OPTIONS
BUSINESS RETENTION	Business Promotion	<ul style="list-style-type: none"><li>▪ Assist with business expansions – pre-application review, and permit fast track.</li><li>▪ Coordinate with Chamber on education (e.g. business management, business promotion ideas).</li><li>▪ Support local business groups.</li><li>▪ Market to and attract new business compatible with long-range plan and zoning intents, and strengthen and increase the variety of commercial shopping and service opportunities for the community.</li></ul>
	Business Expansion	<ul style="list-style-type: none"><li>▪ Work with local lenders to secure sources of capital for building improvements and/or business expansion.</li><li>▪ Identify a funding mechanism to support a business consultant that could help review existing business operations and plans and identify a vision or options for business owners to attract increased customers and achieve greater financial returns.</li></ul>
	Business Assistance	<ul style="list-style-type: none"><li>▪ Identify an economic development contact at City of Kenmore City Hall.</li><li>▪ Consider alternative approaches to funding an Economic Development staff position with the local Chamber of Commerce, Seattle-King County Economic Development Council, or other body.</li><li>▪ Assist with finding temporary or permanent alternative space.</li></ul>

ISSUE	IMPLEMENTATION STRATEGY	OPTIONS
		<ul style="list-style-type: none"> <li>Assist with “re-establishment” expenses, additional monetary assistance for businesses relocating in Downtown/within City limits.</li> <li>Seek to avoid or minimize adverse impacts on existing businesses, when developing City, Public Agency, or Private Projects.</li> <li>Develop incentives for new development to offer space to existing businesses.</li> </ul>
ECONOMIC DEVELOPMENT	Land Assemblage	<ul style="list-style-type: none"> <li>Waive permit fees associated with lot consolidation such as lot line adjustments.</li> <li>Facilitate matching compatible owners that can work jointly to consolidate and sell/develop.</li> <li>Require that buildings not be constructed over property lines</li> <li>Purchase land as part of the Civic Center development, and consolidate/resell surplus property.</li> </ul>
	Parking	<ul style="list-style-type: none"> <li>Require adequate surface parking with incentives for structured parking, or contribution or parking purchase plan towards a shared public parking structure.</li> <li>Maximize on-street parking including 67th Avenue NE and NE 182nd Street consistent with public safety considerations and pedestrian goals.</li> <li>Relocate Park and Ride closer to SR-522 to increase transit use. Allow for public parking availability during off-peak hours for Downtown businesses and uses.</li> </ul>
	Catalyst Project in Downtown	<ul style="list-style-type: none"> <li>Identify appropriate Civic Center sites that will support existing businesses and future business expansion, and a revitalized mixed-use city center.</li> <li>Continue to work with Metro to secure existing Park &amp; Ride property, and relocate function without a net loss.</li> <li>Work with LakePointe property owner and developer to bring project or similar concept to fruition.</li> </ul>
	Marketing	<ul style="list-style-type: none"> <li>Actively promote business development opportunities and sites.</li> </ul>
INFRASTRUCTURE/ SERVICES	Circulation	<ul style="list-style-type: none"> <li>SR-522 Improvements: SR-522, 68th Avenue NE, and NE 181st Street.</li> <li>67th Avenue NE, added as a public street, private street, or pedestrian walkway.</li> <li>NE 182nd Street, extended west of 68th Avenue NE.</li> <li>Signal or roundabout at 65th Avenue NE and NE 181st Street</li> <li>Sidewalks, crosswalks, pedestrian safety facilities</li> <li>Pedestrian overpass on SR-522 anchored by public use, and/or public easement secured in private developments.</li> <li>Select lighting standards compatible with SR-</li> </ul>

ISSUE	IMPLEMENTATION STRATEGY	OPTIONS
		<p>522 and potentially LakePointe.</p> <ul style="list-style-type: none"> <li>Encourage on-street parking in circulation plans and designs.</li> <li>Develop signage to facilitate “wayfinding” to parking, pedestrian walkways, public facilities, trail linkages, and other special features.</li> </ul>
	Utilities	<ul style="list-style-type: none"> <li>Facilitate relocation of sewer/water line to maximize development potential in coordination with Northshore Utility District.</li> <li>Promote undergrounding of existing utility lines as part of streetscape improvements.</li> </ul>
	Public Safety	<ul style="list-style-type: none"> <li>Provide visible public safety services to promote a pedestrian-friendly environment.</li> </ul>
COMMUNITY CHARACTER	Design Standards	<ul style="list-style-type: none"> <li>Implement Design Standards and follow the Thresholds for Applying Regulations below.</li> <li>Provide incentives to encourage businesses to make cosmetic improvements such as painting, screening, landscaping, or other improvements before they initiate significant remodels or changes that would be addressed by Design Guidelines. Incentives may include: <ul style="list-style-type: none"> <li>Building or site development permit fast-tracking if applicable,</li> <li>Fee waivers,</li> <li>Loan pools,</li> <li>Improvement districts, and</li> <li>Marketing efforts.</li> </ul> </li> </ul>
REGULATIONS/PERMITTING/ EVALUATION	Implementing Regulations	<ul style="list-style-type: none"> <li>Develop Permanent Sign Code.</li> <li>Develop Permanent Landscape Regulations.</li> <li>Develop lease standards or guidelines for arcades over sidewalks.</li> <li>Study and, as appropriate, establish criteria and standards for murals.</li> <li>Review and update parks/open space and other density bonus provisions as part of City work programs for zoning and subdivision regulation updates in 2003. These revisions should be prioritized.</li> <li>Study and, as appropriate, develop a process to notify property owners of the 12-month abandonment clause for existing legal or nonconforming uses, when such uses cease.</li> </ul>
	Thresholds for Applying Regulations	<ul style="list-style-type: none"> <li>Apply regulations for design and development to new buildings, enlarged buildings, exterior remodels, parking reconfigurations, and in some cases change of use. Recognize need for ongoing maintenance activities.</li> <li>Implement Proportional Compliance Criteria to allow for improvements to existing buildings/sites without triggering full compliance, but with some incremental change towards new requirements. Recognize need for ongoing maintenance activities.</li> </ul>

ISSUE	IMPLEMENTATION STRATEGY	OPTIONS
		Consider programs, such as low interest loans, or other mechanisms to assist with compliance.
	Permit Fast Track	<ul style="list-style-type: none"> <li>▪ Provide a Master Plan Process for multiple phase projects, and waiver of Commercial Site Development Permit if meeting master plan performance standards (environmental and design standards).</li> <li>▪ Prepare SEPA Checklists on behalf of applicants.</li> <li>▪ Streamline review process while allowing for appropriate City staff and public review.</li> <li>▪ Provide clear decision-making criteria to increase understanding and certainty.</li> </ul>
	Evaluation	<ul style="list-style-type: none"> <li>▪ Establish a Downtown Implementation Task Force representative of businesses, property owners, citizens, and Planning Commissioners, or other appropriate representatives advise the City regarding the Downtown Plan implementation strategies.</li> <li>▪ Develop evaluation criteria and periodically review the effectiveness of the overall Downtown Plan.</li> <li>▪ Conduct a periodic evaluation of Downtown Zoning and Design Standards regarding intent, outcomes, and ease of administration for City and applicants. Involve participating development applicants, and prospective applicants, as appropriate.</li> </ul>

Source: Jones & Stokes

